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# THE JUNIOR COLLEGE JOURNAL

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UNDER JOINT EDITORIAL AUSPICES OF THE AMERICAN ASSOCIATION OF JUNIOR COLLEGES AND THE SCHOOL OF EDUCATION OF STANFORD UNIVERSITY. . . . MEMBER THE EDUCATIONAL PRESS ASSOCIATION OF AMERICA

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## Program of the Eighteenth Annual Meeting American Association of Junior Colleges

Bellevue-Stratford Hotel, Philadelphia, Pennsylvania

FRIDAY MORNING, MARCH 4, 1938

- 9:00 Registration
- 9:30 Symposium: "A Core Curriculum for Social Intelligence"  
Dr. Charles H. Judd, Chairman, Head, Department of Education,  
The University of Chicago  
Professor John O. Creager, School of Education, New York University  
Dr. Grayson N. Kefauver, Dean, School of Education, Stanford University
- 11:00 Discussion
- 11:30 "The Problem of Teacher Education" . . . . . Dr. George F. Zook  
*President, American Council on Education*

FRIDAY AFTERNOON

- 12:30 Luncheon for Private Junior Colleges  
Dr. Joseph E. Burk, Chairman, Dean, Ward-Belmont School  
"The Private Junior College—Its Place in the Sun"  
President Robert J. Trevorrow  
*Centenary Institute, Hackettstown, New Jersey*  
"The Private Junior College—Its Opportunities"  
President Curtis Bishop, *Averett College, Danville, Virginia*  
Discussion . . . . . President E. E. Cortright  
*Junior College of Connecticut, Bridgeport, Connecticut*  
"The Code of Ethics" . . . . . President Richard G. Cox  
*Gulf Park College, Gulfport, Mississippi*
- 12:30 Luncheon for Public Junior Colleges  
Dr. Nicholas Ricciardi, Chairman, President, San Bernardino Valley Junior College

"The Recommendations of President Roosevelt's Committee Dealing with Vocational Education and Their Implications for Junior College Education".....J. C. Wright  
*Assistant Commissioner for Vocational Education, United States Office of Education*

Discussion.....Roscoe C. Ingalls  
*Director, Los Angeles Junior College, Los Angeles, California*

"The Needs of Youth as Indicated by Surveys of the American Youth Commission and Their Implications for Vocational Education at the Junior College Level".....Homer P. Rainey  
*Director, American Youth Commission of the American Council on Education*

Discussion.....W. W. Haggard  
*President, Joliet Junior College, Joliet, Illinois*

3:30 Tour of Philadelphia

#### FRIDAY EVENING

7:00 Association Dinner

"Thinking versus Practicing".....Dr. Isaiah Bowman  
*President, Johns Hopkins University*

"Choosing versus Teaching".....Dr. William F. Russell  
*Dean, Teachers College, Columbia University*

#### SATURDAY MORNING, MARCH 5, 1938

7:30 Phi Delta Kappa Breakfast

E. W. Montgomery, Chairman, President, Phoenix Junior College  
 "Autonomy for the Junior College"....Dean Grayson N. Kefauver  
*Stanford University*

9:30 "Have We Proper Educational Objectives?"

Dr. William Mather Lewis, *President, Lafayette College*

10:00 "Problems of Mental Health of Students and Faculty"

Dr. Frederick H. Allen

*Director, Philadelphia Child Guidance Clinic*

10:30 "The Relationship of Junior Colleges to Professional Preparation"

Dr. John H. Minnick

*Dean, School of Education, University of Pennsylvania*

11:00 "Does the Junior College Movement Present a Unique Teaching Problem?" .....Professor William C. Bagley

*Teachers College, Columbia University*

11:30 "Results of the Co-operative Study of Secondary School Standards" .....Professor Walter C. Eells

*School of Education, Stanford University*



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SATURDAY AFTERNOON

- 1:30 "The Public Junior College and the Community" . . . Mr. A. J. Cloud  
*President, San Francisco Junior College*
- 1:50 "Let's Be Specific, a Study in Curriculum Trends"  
Mr. J. F. Wellemeyer  
*Dean, Junior College, Kansas City, Kansas*
- 2:10 "Standard Accounting, Reporting, and Statistics for Junior Col-  
leges" . . . . . Mr. J. Harvey Cain  
*Technical Associate, Financial Advisory Service, American  
Council on Education*
- 2:25 Report of the Research Committee
- 2:45 Business Session

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## The Organization of Junior Colleges

JOHN O. CREAGER\*

It may seem that the growth of the junior college should satisfy all pioneers working in this field. I am, however, in doubt that this apparently hopeful development as depicted in successive editions of the Junior College Directory is what it should be when measured in needs of American youth. The problem of unemployed youth is one of the greatest and most baffling of our national problems.

I have come to believe that the junior college occupies a strategic position in its solution. Forms of industry will not and should not take young men and women during these years. They are still youths, not adults, and they, therefore, constitute a legitimate obligation upon our schools. If our school system is not adequate to meet the needs of these young folk, it should be made so.

The extent and scope of this problem seems to me so great that nothing short of a nation-wide educational reform will meet it. It is not merely that the education of millions of young people is incomplete. Our system of American education is incomplete. We have reached another milestone in the building of a public-school system.

It is the chief thesis of this paper that the several states, not the nation, nor the local school units, constitute the only entity legally qualified to deal with this matter. The

nation, under our system, does not have direct control over education in the several states. If a state chooses to have an inadequate and ineffective system of education the federal government cannot compel it to remedy the matter. Local districts, and local school units of all kinds, are creations of the state and are, therefore, helpless in organizing new features unless legalized by the state. The individual states must, therefore, assume leadership in the development of junior colleges within their borders.

What a junior college shall be, how it shall be supported, and what it shall do can only be authoritatively defined by the state. It is true that, under our concept of democracy, we expect local communities to have much to say about their own schools. The state delegates much of its legal control to local units. But when we reach a problem of the magnitude of our present one of great numbers of unemployed and uneducated youth the local units are helpless and the state cannot escape its responsibility. The nation discovered a few years ago that we had reached a crisis—that local initiative had apparently exhausted its resources and that, at this age level, the schools already established by the state were unable to deal with the matter. They had neither the money nor the necessary authority. At that time the federal government, in co-operation with the states, contributed the idea of emergency junior colleges.

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When, after a few years, these were discontinued, the need for systems of public junior colleges was only made more apparent by the experiment. The states have not stepped forward to follow the government's suggestion or to meet the situation thus created. Thus the problem has actually been rendered more critical by leading the people to expect something which has not been forthcoming.

Permit me to illustrate the situation by reading the following statement from a young woman who last year was enrolled as a student in one of these emergency junior colleges or collegiate centers in the state of New York:

My attendance at the Collegiate Center has resulted in my being one of a group interested in establishment of a public junior college in Yonkers or some part of Westchester. The Yonkers Collegiate Center was closed last June and some of us worked all summer, often until midnight, in a futile campaign battle to save it. The final decision of the Board of Regents was most disheartening, especially to those who had been in immediate contact with the temporary junior college and knew its value and urgent necessity. Let me add that the three years I spent at Y.C.C. have meant more in my life, both from an intellectual standpoint and otherwise, than any other contact I have had in my limited education.

I have said that our American public-school system is incomplete. After some three hundred years of development how does this happen? It seems to be a case of maladjustment between lower and higher education—between the public-school system and the colleges and universities. We started to build at both ends of the educational ladder and now find that the

two structures fail to meet properly in the middle. Harvard College was founded just a few years before we began to build a public system of elementary schools. Slowly, through the three centuries that have gone by, we built, grade by grade, what we thought was a fairly complete system of lower schools—elementary and secondary. By this same laissez-faire method, there was developed, not a system, but a diversified pattern of institutions of higher education, so called. We called them colleges and universities. Some were public, some were private.

But these two systems of lower and higher education were not adjusted to each other nor to the needs of young people. If youths fell by the wayside through the badly adjusted machinery, it was assumed to be their fault. What was wrong with the machinery? It is apparent now that we have misunderstood what higher education is. We borrowed the term "college" from European institutions, and thought that it signified higher education. Pioneers like Tappan of Michigan, Folwell of Minnesota, and Harper of Chicago tried to point out to us, years ago, the social faux pas that we had made in the use of these terms, "college" and "university." They told Americans of their day that the first two years of the college were not "higher education" and that as fast as secondary schools could be developed the colleges and universities should retire from that area. This was more than seventy-five years ago. Since that time, we have built a fairly good system of high schools and have recently started a system of junior colleges. But none of the colleges or universities have as yet retired

from the secondary level into that more rarefied atmosphere of the higher learning. No professor with experience in teaching freshmen and sophomores could long have harbored the illusion that he was dispensing the higher learning to these adolescents. It seems, however, that when he was off guard intellectually, he rather liked to lay this flattering unction to his soul.

And so, here we are, continuing to administer two overlapping systems, with two divergent conceptions of education for youth at the same level. If these millions of young people who have nowhere to go but to school are, any of them, so situated financially that they can go to college they are, in most institutions, admitted or rejected on the assumption that they are to enter upon higher education and that the purpose is selection and survival of the fittest. Wherever, in rare instances, there is a public junior college, they enter without paying fees, and are accepted without suspicion as fit subjects for further guidance and education.

Neither these young people nor their parents understand why these strange things happen. They only see that they are the victims of a strange situation. For if there is no public junior college available, and they cannot go to college or university, there is no place for them. The time has come, therefore, for some responsible agency to clear up this misunderstanding. The only agency that can produce the legal credentials showing its right to do so is the state.

Just here, however, a difficulty confronts the state itself. If the first two years of college and university are not "higher education"

they belong to the secondary school system of the state and should be under local control. For the various states delegated their responsibility for control to the local communities in the case of lower education (elementary and secondary) while they retained direct responsibility for both control and support of higher education.

At this point the public junior college has created another problem. If it is classified as higher education, it should come under the direct control of the state. In some states, this interpretation was at first made. But if it is secondary in status, it belongs to the public-school system and comes under the control of local boards of education. While it may be an anachronism to raise such a question before this intelligent audience, it seems that this matter is not quite so clear in the minds of some of our profession. A recent report from a state department of education in a prominent Eastern state officially recommends that the need for public junior colleges in that state be met by subsidizing certain existent two-year state colleges. With deference, I suggest that Dr. Eells's book, *The Junior College*, be assigned as prescribed reading for the members of the staff in this state department. In this book, he who runs may read the sad story of disasters created in those states where the junior college was originally conceived as a state institution of higher education. Fortunately this view is rapidly passing and those states that unwittingly ran experiments in educational pathology to show what should be avoided are gradually closing their clinics. If, then, the state should assume the leadership

in the development of systems of public junior colleges, locally administered, what should the state do?

ROLE AS UMPIRE AND LEADER

First, it is the obligation of the state to determine the function and status of the junior college within its borders. This is not an easy task. Obviously the state cannot, by decree or legislation, cut two years from existent four-year colleges and universities. It can, however, authorize local communities to go ahead with the work of completing an American public-school system by providing, for all adolescents, two more years of education and guidance, free of tuition. As this was a long evolution in Europe, it will doubtless be such in America.

A century or more ago, before we had developed public high schools, the existent colleges and universities had preparatory departments or depended in part upon private academies for the preparation of their students. Now these same institutions have withdrawn from the span covered by the public high school. It was a gradual development. It would not be correct to say that no institution got hurt, at the time; but no revolution was created. Modern descendants of Jeremiah are already predicting the early demise of private colleges, owing to the growth of junior colleges. If we may reason from precedent, we shall conclude that nothing catastrophic will occur. These colleges will not all die; most of them will be slowly and peacefully metamorphosed into that rarer atmosphere of the higher learning and human beings will benefit while institutions change. Professors who

have complained about having to teach underclassmen may then retire to higher realms of endeavor. The new junior colleges will, no doubt, send them enough transfers to keep the higher educational machinery running, unless something goes wrong with democracy.

In the meantime, those universities and colleges that have already recognized the situation by organizing their first two years into a distinct administrative unit are assisting in this evolutionary process. The general college, as conducted at the universities of Chicago, Minnesota, Florida, and elsewhere, not only indicates a laudable effort on the part of universities to solve their own problems but constitutes a significant step in the development of higher education in this country. In due time, when we shall have completed an adequate system of secondary education, these universities will no doubt retire from this level, as they did from the four-year high-school level many years ago.

NEEDED CHANGES IN SCHOOL SUPPORT

If local school units are to establish junior colleges, whether in urban or rural centers, the states will in many instances need to revise their present systems of school support. Surveys and criteria studies have repeatedly shown the need of comprehensive systems of junior colleges within states. In a few states, little modification of the school tax system would be needed. But many states are very inadequately equipped with proper systems of financial legislation for the support of the schools that already exist. This is not because the states are poor; but the state's educational



leadership has been poor and ill-advised. If the present urgent demand on the part of the people for junior college opportunities for their children should force states to revise their obsolete taxing systems, that, alone, would be a welcome contribution. A state that has neither an income tax nor a corporation tax and which places the burden of support upon the local units rather than upon the state at large is still in the archaic period of its educational development. For some years, the university schools of education have been training men and women who understand what proper systems of school taxation should be. There is nothing esoteric about the subject. State departments of education should replace ignorant and worn-out political attachés on their staffs by competently trained persons. I suggest that, when they decide to do this, they should select those who have the spirit of educational reform in their veins.

#### THE COUNTY JUNIOR COLLEGE

In states where the county is already an effective unit of school administration, the state should encourage the development of county junior colleges for young people in rural areas. Some of us can recall that when we reached high-school age there was no high school accessible. Now when we return to the scenes of our childhood, imposing consolidated high-school buildings have replaced the little red school-house where we went to school. Such high schools already provide for transportation of pupils and could easily add the junior college years without changing the administrative order of things. But the

development up to date does not indicate many county junior colleges. Here is a place for the state to step forward on behalf of the rural child, who, from the standpoint of school opportunities, is still the underprivileged child of the nation.

#### CERTIFICATION OF INSTRUCTORS

The state should obviously take the initiative in the matter of the training and certification of instructors for junior college. Since the junior college is a part of our public-school system, its instructors will have to be professionally trained and certificated. Certification is already required in a number of states. Here again, with due deference, I have some advice to offer this great entity—the state.

At a level where scholarship in subject matter—if that word is still in the dictionary—is so important, I offer the suggestion that courses in education be kept within modest limits. The plethora in the number of education courses that fill our catalogues and get themselves upon the books of state offices of education has become a great modern disease. As was said of Cleopatra, "Age cannot wither nor custom stale their infinite variety." The junior college instructor will be required to deal with a broader and more inclusive realm of subject matter than the university specialist. He will need to be both specialist and generalist. While he should know a good deal about the development of public education in the United States, education is not his chief field of scholarship. There is grave danger of his getting all dressed up with methods of teaching a subject which he does not know.



As to whether certification of junior college instructors will eventually lead to similar requirements for instructors in the first two years of state colleges and universities, I leave to prophets and pedagogical diplomats. It is a touchy theme and my terminal facilities press hard upon me.

#### THE PROGRAM OF STUDIES

If, then, it is the state's function to assume the initiative in the development and support of systems of public junior colleges, it will have to advise local communities as to programs of study. Public junior colleges in different states have widely divergent curricula. A state with a system of county agricultural high schools, such as Mississippi, builds the junior college program in terms of the needs of boys and girls in its rural communities. An Eastern state where the tradition of college entrance is strong emphasizes the preparatory function. Both are seeking to train American citizens.

Could we agree upon one or two basic principles? Should not the rounding out of general education for citizenship for life be emphasized in any program in the junior college? Could we not also agree that this general educational function can be fulfilled and still leave time for vocational studies at this level? Dr. Snyder at Los Angeles considered the latter to be the distinctive function of that junior college but held that, along with it, there was plenty of room in the curriculum for what he called social intelligence studies. We may hold divergent views on vocationalism at this level: but there is little doubt that such courses greatly motivate

students themselves. They want to be preparing for jobs these days and they see that the older professions are filled.

There are some who hold that the core curriculum should be built about the vocational choice of the student. If this should be admitted, then we could apply activity analysis first to the problem of vocational content and, following the precedent of Dr. Charter's work at Stephens College, apply the same technique to the job of preparing the future citizen.

It can readily be admitted that objective analysis of vocations is the easier of the two tasks, but if we are ever to get down to such realities as "brass tacks" in educating the future citizen, we need to try to be definite at least. It may sound quite axiomatic to say that we should first decide what kind of citizen it is that we wish to have. Judging from what one reads in the papers from the impaneled pedagogues who fire the shots heard around the Pennsylvania Hotel in New York City, this matter is far from being a unanimous vote. If we desire to produce puppets who will perform correctly at the behest of imperial stage managers, then we should proceed with programs of drill and indoctrination. But if we wish to produce American citizens who can and will think upon social and national problems and who will insist upon their rights to do so, then we should have an educational program that will both train them to think and give them materials wherewith to think. It may be that the medieval trivium would not be favorably regarded as a core curriculum in social intelligence; but my contention here is that the cur-

ricular material used should be determined by the kind of citizen we wish to produce. Since there is danger here of repeating what has been most ably presented by my confreres, I refrain from further discussion of this matter.

#### WHAT CAN BE DONE?

How then may these proposed reforms be achieved? If we have come to the time when our American public-school system is to add the final section to its educational ladder how shall we go about expediting such a reform?

Briefly my reply is that we as a profession should take the proposal to the people themselves—to the fathers and mothers of prospective students. When we talk with the young people we hear the sad story of their bewilderment. And when we talk with the parents of these young people they cannot understand why these things are happening to their sons and daughters.

I have laid the obligation largely upon state departments of education. There is where it seems to me to belong legally. But our entire profession should become active. We can no longer stand upon ceremony. The apparent difficulty of getting the money will need to be explained to the voter. It will require nothing short of an educa-

tional crusade, and in such crusade all who are interested in education should participate.

We can no longer extenuate our neglect by saying that the processes of democracy are slow. We have good historic evidence that democracy can move fast when leadership is asserted and when new occasions teach new duties. If heroic issues do not confront us today relative to the opportunities of youth, then they never have confronted us. Tinkering with halfway measures should cease. We know enough about the solution of such problems as our ineffective state taxing systems and other issues I have mentioned to put through the solutions if we cease our endless discussions and become active. Why should men whose blood runs warm within sit like their grandsires cut in alabaster?

Far be it from me to stir up your souls to mutiny in this city dedicated in name to the concept of brotherly love, but I would appeal to the membership of this youthful organization, which is working at the level where the need for reform exists, to lead this peaceful crusade for the completion of an American school system which will, in fact, as well as in theory, furnish equal educational opportunities to all the children of all the people.

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## Contemporary Social Problems

GRAYSON N. KEFAUVER\*

This symposium on social education is very timely, as the development of social competence is a task of first importance for educational institutions in this period. In many ways, we face a major social crisis. Social tensions of great strength give evidence of basic maladjustments and they constitute a threat of violent disturbance. Blessed with rich natural resources, we have enjoyed a bountiful material harvest. In the process of utilizing these resources we have used scientific knowledge and technics, invented new materials and processes, developed new sources of energy, and built the most elaborate technological system in the world. Along with this material development, we have built a highly centralized industrial and business structure with a high degree of concentration of power, and an economic system of great complexity and great interdependence. Among the less desirable developments are economic insecurity, great contrasts in income or welfare levels, and confusion associated with rapid changes in all aspects of our culture.

Reference is here made to certain characteristics of modern society to indicate that we fall far short of many of the goals of a democratic society. Even more serious is the seeming loss of zeal for the social purposes which inspired the

founders of our country. The meaning of American democracy has become a question for debate rather than a challenge of allegiance. Adults unemployed for extended periods and youth uncertain as to what the future holds for them evidence a frustration and a hopelessness which cause unhappiness and a withering of the human talents, precious both to the individual and to society. The question recurs: Can democracy succeed in a highly complex technological society? Is democracy an outgrowth of a simple frontier life and ill-adapted to modern life? Can the great mass of people develop sufficient understanding to make it safe for them to have a voice in shaping social policy?

This audience, I am certain, has faith that the democratic way of life can be preserved in this country and that democratic social values can be held and extended as the guiding social objectives in the period ahead. We should have faith too that our productive system can be made to work so that the wants of the American people can be satisfied. If this can be done, the period ahead might be one of great achievement in the building of a finer American culture. On the other hand, it might be one of chaos. While we may have reasonable faith, we certainly cannot take the outcome for granted. The positive social forces should be made more effective in developing insight into the condi-

\* Dean of the School of Education, Stanford University.

tions and problems of this period. I consider the school one of the most important of these agencies. Our responsibility is great. Especially is it great for those of us connected with the education of the leadership groups in the junior colleges, colleges, and universities to develop abiding faith and loyalty in democratic social ideals and methods, understanding of the conditions and problems of this period, disposition to social action in harmony with individual abilities and circumstances, and creative power in the improvement of our culture.

We need widespread social intelligence. We need even more than that. We need social competence. This competence is affected not only by social intelligence but also by ideals, values, goals, disposition to action, and other personality characteristics.

In the development of social competence, the contemporary social-problem approach seems to me to have an important place. These problems impinge directly upon the lives of students, affecting their own welfare and the general social welfare. These are the problems claiming the attention of legislatures, courts, and public administrators. These are the problems which will claim the attention of youth in the period ahead. These problems are met in the press, in magazines, on the radio, and in the books now being published. Much of this material is limited in outlook, distorted in viewpoint, and false in its interpretation and conclusion. Through the study of contemporary social problems, students may develop a critical attitude toward the false and inadequate treatments. They learn to

distinguish between fact and propaganda.

In some cases, they can become active at once in working toward the improvement of a social situation or the solution of a social problem. Study in the social field should not be limited to the study about problems. It should include also doing something about them. Study takes on more meaning if it leads to constructive action. I am not sure but that the school is partly responsible for the popular pastime of criticizing those in positions of responsibility without making attempts to improve conditions.

Support of the problems approach in social education makes desirable an examination of the place of history. The traditional focus in education has been on the past. This statement applies to all areas of general education. In literature, early authors have been studied with little or no recognition of modern writers. In music, the great compositions of early composers have been studied, with little or no recognition of modern music. In art, the great masterpieces of early painters have been studied with little attention given to modern art. In a recent book by John Dewey,<sup>1</sup> carrying the title *Experience and Education*, this conception is described as follows:

The subject matter of education consists of bodies of information and of skills that have been worked out in the past; therefore, the chief business of the school is to transmit them to the new generation.

The presumption here is that this knowledge will be retained and ap-

<sup>1</sup> John Dewey, *Experience and Education* (The Macmillan Company, 1938), pp. 2-3.

plied by the individual when he later deals with social problems. There is a second presumption that the conditions of life are relatively constant and that knowledge of the past will be sufficient guidance in approaching contemporary social problems. One finds in life about us many illustrations of reliance on the past rather than a realistic examination of conditions as the basis for judgments or actions. George Washington is still quoted by isolationists as a guide in our policy in international relations.

In a period of rapid social change, such as that which characterizes the modern world, the past is less dependable as a guide. While not without value, it must be admitted that most of the subject matter studied in history and in other subjects has been so much connected with the past as to give little help in handling the problems of the present and future.

It is the use of the past in the study of and effective living in the present and in the creative participation in developing the future that I should like to stress. The experience of the race and especially the experience of our own country is of significance in our life now and in the shaping of our life in the future.

The relationship of the past to an education to equip an individual to live effectively in the present and future has been well stated by Dewey. His analysis is sufficiently basic to justify a lengthy quotation.

Because the studies of the traditional school consisted of subject matter that was selected and arranged on the basis of the judgment of adults as to what would be useful for the young sometime in the future, the material to be learned was settled upon outside the

present life-experience of the learner. In consequence, it had to do with the past; it was such as had proved useful to men in past ages. By reaction to an opposite extreme, as unfortunate as it was probably natural under the circumstances, the sound idea that education should derive its materials from present experience and should enable the learner to cope with the problems of the present and future has often been converted into the idea that progressive schools can to a very large extent ignore the past. If the present could be cut off from the past, this conclusion would be sound. But the achievements of the past provide the only means at command for understanding the present. Just as the individual has to draw in memory upon his own past to understand the conditions in which he individually finds himself, so the issues and problems of present *social* life are in such intimate and direct connection with the past that students cannot be prepared to understand either these problems or the best way of dealing with them without delving into their roots in the past. In other words, the sound principle that the objectives of learning are in the future and its immediate materials are in present experience can be carried into effect only in the degree that present experience is stretched, as it were, backward. It can expand into the future only as it is also enlarged to take in the past.

If time permitted, discussion of the political and economic issues which the present generation will be compelled to face in the future would render this general statement definite and concrete. The nature of the issues cannot be understood save as we know how they came about. The institutions and customs that exist in the present and that give rise to present social ills and dislocations did not arise overnight. They have a long history behind them. Attempt to deal with them simply on the basis of what is obvious



in the present is bound to result in adoption of superficial measures which in the end will only render existing problems more acute and more difficult to solve. Policies framed simply upon the ground of knowledge of the present cut off from the past is the counterpart of heedless carelessness in individual conduct. The way out of scholastic systems that made the past an end in itself is to make acquaintance with the past a *means* of understanding the present. Until this problem is worked out, the present clash of educational ideas and practices will continue. On the one hand, there will be reactionaries that claim that the main, if not the sole, business of education is transmission of the cultural heritage. On the other hand, there will be those who hold that we should ignore the past and deal only with the present and future.<sup>2</sup>

Controversy on the extent of emphasis on the past and the present has caused the discussion to infer an "either-or" solution—either considering education as only a transmission of the culture of the past or a study of the present and probable future without reference to the past. Both of these conceptions are inadequate. Present-day problems cannot be wisely solved without reference to the experience of the race, and the past does not automatically give answers to perplexing questions of the present period. The two must be brought together. Not all of the past can be studied. What of the past is most important in the education of youth for life in this generation? One must turn to contemporary life and the characteristics of our students to answer this question. How bring these materials growing out of the past to bear

upon important life problems so that students can handle them more intelligently? The materials of the past will have vitality and meaning to students if their bearing on present life is made evident. Too frequently the historical materials are memorized by students without modifying their life in light of the understandings acquired.

In recent years there has been much discussion of the core curriculum for the development of social intelligence. This emphasis on the need of all students for training for citizenship is commendable. However, the concept of the core curriculum sometimes takes objectionable form. If it involves the setting up of a body of subject matter all students are supposed to master, it cannot be defended. Such an arrangement ignores the variations in the capacities and interests of students. It also fails to give attention to the real problems of the students and fails, also, to provide students the opportunity to co-operate in defining their goals in this area and in planning activities with reference to their goals. We have had too much instruction in the social field limited to mastering subject matter. Some of the discussions of the core curriculum infer that we should adopt the subject-matter basis of organization, even to the extent of asking all students, regardless of capacity and interest, to master the same content.

The problem approach is more in harmony with modern educational theory. Teaching would involve helping students (1) to recognize, analyze, and define problems of personal and social significance. It would help students (2) to collect, organize, and interpret rele-

<sup>2</sup> Dewey, *op. cit.*, pp. 93-95.



vant data and opinion. In addition, it would aid students (3) to formulate, verify, and apply conclusions growing out of their study. This approach involves the application of the scientific method in the attack on social problems. It enables students to turn to problems of vital interest to them. It represents the approach educated people should use in their handling of social problems. The objectives of such a program of instruction would be the same for different groups of students. However, there would be variation in the nature of the problems studied and the materials used in the treatment of the problems.

Social competence is affected not only by the instruction in the social studies. All subjects have significant relationship when they are given a social orientation. Literature may be of great value in developing insight into social and personal value. Poetry, drama, the novel, and the essay all may represent interpretation of aspirations,

tensions, and values which have major importance in social effectiveness. In science, students can learn how scientific method and the findings of scientific experimentation have changed our conception of the world and of life values and how our way of life has been profoundly influenced by science. It can also indicate ways in which science can be used in further developing our culture. Of great significance is the rapid advances in science and technology, the lag in the social realm, and the maladjustments which result from this unevenness in social change. Art can contribute to an appreciation of beauty and the possibilities of enrichment of life through application of art principles in the home, in industry, and in the community. In these, and in other fields, the curriculum should have a social application. Instruction in the different areas should not exist in isolation. Instead, the various areas should be taught in relation to the total culture.

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## Core Curriculum for Social Intelligence

CHARLES H. JUDD\*

The President of this Association told me that my first function at the end of the program was to summarize what has been said. I can summarize with perfect clarity what Dr. Creager said. He obviously is interested in the development of a state system of junior college education. I take it he is also concerned to see this program of junior college education increased in scope.

I am quite at a loss to summarize what was said in the second paper, a perfectly typical progressive education paper. It quotes Dewey and then denies everything Dewey says so far as I can make out, and this weaving together of the past and the present doesn't on the whole interest me very greatly unless there is some clarity in how you do it. I am saying this for the purpose of the discussion which is to follow our papers.

As far as I personally am concerned, I want to record my adherence to a program that I thought Dr. Kefauver was not in favor of. I am in favor of a perfectly definite program and one which shall be so statable that we shall know what that program is, and what that curriculum is, and I believe a curriculum can be formulated that is sufficiently general to be used both in California—and the rest of the world.

\* Chairman, Department of Education, University of Chicago, Chicago, Illinois. A stenographic report of address. Not revised by the author.

It seems to me that it is perfectly clear that we are facing a very grave problem with which we must cope, and it has always been my hope that the junior college—and I may say the other institution which is relatively new, namely the junior high school—will be able to accomplish for our American education what the older institutions find it very difficult with their traditions to accomplish.

You, I take it, are in a field where you have all the advantages of pioneering, and I hope you will take advantage of the opportunities of pioneering. The great difficulty with the freshmen and sophomore years in the conventional college and university is that it seems impossible to break away from certain traditions that have established themselves, and I believe that those traditions can be clearly defined, and I think a new program can be defined with equal clarity.

The older program was organized in Europe and transmitted to this country, and here adopted, and here perfected. It is a perfectly definite program of training those who are to enter the professions. I would like to call attention to the fact that the so-called liberal arts program is in fact a vocational program; it is a program which attempts to prepare young people to enter clergy, law, medicine, and now some of the new professions, but it is a professional program we administer in the secondary school,

and it is a professional program we administer in our colleges and universities.

There seems to me to be no difficulty whatsoever in understanding that program. And now we have come to a point in our civilization which is not accidental; I like to turn back to history so that we may understand it perfectly well. We have come to a point in our program when the population of our secondary schools and of our junior colleges has grown to be so general that what we need is a program of general education. The only part of the American educational system that has ever given a general education has been the elementary schools. The moment that we cross over from the eighth grade into the secondary school we have passed into the sphere of professional training, but we can no longer do that, and I understand the chaos in which we find ourselves in historical terms; I understand that chaos to arise out of the fact that we have a new program to develop because we have a new pupil constituency, a new undertaking which grows out of the fact that now in our democratic nation everybody is going to have a secondary education, and the limits of that secondary education, as Dr. Creager has so clearly said, cannot be set at the end of the present conventional program of the secondary school.

Before I try to define the core curriculum in which I am personally interested and in which I should like to interest you, I would like to make one comment. The definition of scholarship that has been developed in this country seems to me to be a definition which is very limited in its scope and significance.

It has been thought in recent years that scholarship consists primarily in adding some new fact to the body of experience that we can dispense in the schools. I find a word in my vocabulary that suits me very much better than the word "research" as a definition of my conception of scholarship. I like to use the phrase "productive scholarship" and I find productive scholarship in this world very common. When I read some piece of literature that stirs my emotions, and that reveals to me the facts of human life, it seems to me that is just as important a contribution to the intellectual wealth of the nation as the discovery of some new fact in chemistry or in physics; and mark you, I am drawing no distinction that is intended in any fashion to underestimate the value of the facts in physics and chemistry or the facts in literature. It seems to me that both represent productive scholarship, and I like to think that if the faculties of the junior colleges could be persuaded to undertake a typical scholarly activity which is not necessarily of the same type as that which goes on in the universities, but if we could persuade this faculty that its business is to so organize the intellectual material of the race that it shall be revealing and instructing to the young people, we should have an ideal that could be given to the members of our faculty that would satisfy them that they also are participating in the improvement of the intellectual life of the nation.

I don't think you have to have chaos in a school in order to produce intellectual life that is interesting and wholesome to pupils, and I don't think you have to ask the

pupils about it primarily, if you have a well-trained faculty. It seems to me that you ought to ask the members of the faculty themselves to go to the libraries, and go to the history of the race, and go to the great institutions, and give a revealing account of what the history of the race really means, not in terms of present political issues and economic difficulties, for personally I find myself very little interested in those as a basis of education. I should be sorry to believe that we are going to have a succession of experiences such as we have had during the last six years; and it is my judgment that we have had that experience during the last six or seven years because there has been no adequate founding of the thinking of our people in systematic, intelligent understanding of their own human nature, which, by the way, is not going to change very radically. I should like to teach these young people also to understand the English language, which I understand will be spoken in the future as it has been in the past. And I should like to train them also in the fundamental laws of precise thinking which can be found in the mathematical sciences, because I doubt very much whether anywhere there will be a future in which two and two will be ambiguous when added to one another.

In other words, it seems to me that the business of our teachers in the secondary schools is to develop a body of coherent knowledge which can be developed and can be made hugely interesting if we proceed to develop a curriculum which is not professional in its character, but which is general in its character.

Now I am trying to impress you with the idea, which I entertain, that what these pupils need in the schools is not to be thrown on their own resources, because after all their resources are very meager. We don't ask these children to go out and earn their daily bread. We have made up our minds that for a time at any rate it is the business of society to give them bread, it is the business of the parents to see that they are clothed, kept warm, and sent to school, and it seems to me that it is also the business of the intelligent older group in the community to see to it that they are not given merely mud pies and merely wood to work upon, but also be given some ideas that have been gradually developed in the long course of human effort. I should say that the business of the junior college and the business of the secondary school is to train these young people in going to the library and there intelligently finding what has been done; going to the laboratory for the purpose of also reviewing what has been done in the sciences, going elsewhere, where experience has been accumulated to the point where it has become a great national and racial asset, and here these young people should be carried through the rapid process of reviewing the experience of the race in order that they may participate in what the race has arrived at, because I am in despair of any child ever paralleling the full history of the race unless he is given some assistance.

It seems to me that I might offer you some illustrations of what I mean by the core curriculum. I am greatly inspired with the idea that there ought to be teaching of

language. I realize that in recent years the teaching of language has fallen into some disrepute and I am not advocating the education of children in a little French or a little German or a little Latin. The fact of the case is that it seems to me the study of language has enormous scope if one will take advantage of all that is known about these different dialects. I am not interested in the different dialects as such, but I am greatly interested that the young people shall have some knowledge of the way in which the race as it struggled has arrived at the point where it makes use of this instrument that we are employing for intercommunication in our own land today. I would like to have them understand how other nations are also using other mediums of communication in exactly the same fashion we are.

I am interested in giving these children an understanding of the fact that there was a time when the race had great struggle expressing its ideas. I am interested in having them understand the contribution of the scholastics of the medieval period. The scholastics made possible a perfectly clear definition of terminology, and created the basis for our modern form of expression. I am interested in having these young people understand how our ancestors have thrown off some of the clumsiness of these inflectional forms that can be studied in the other languages, and I am interested in having them see that we have created an English language which has perfectly definite laws, which they cannot change; laws that are not subject to their arbitrary manipulation. I am interested in having them understand

why an English sentence has to begin with the subject and has to go forward with a verb and an object, and I am interested in having them understand why that isn't so in Latin, because in Latin the clumsy device was used of giving every word its grammatical setting and its grammatical connotation by adding an ending which we have dropped off, and when we once dropped that ending we made it necessary for the English language to proceed as it proceeds. I want the children to understand that, and until they do understand that perfectly, and also realize the significance of that flexible language which they now use, I don't think they will understand the race. So, I say, a course in general language seems to me to be very important.

I am interested in the great permanent institutions of society, and if we can show them that those great permanent institutions have changed very gradually and have arrived at the point of their present complete development or very high development by the contributions of a great many generations, I think we shall have something enormously significant as contrasted with that which is happening this year and the next year. After all, the great institutions of civilization are not present-day institutions; they originated through a long past of co-operation, and I think one of the greatest lessons that a youngster can learn in the schools is that it is his business to co-operate with the race and not to assume that he is the race.

A second general contention that I should like to lay down is that I believe children should be taught science, and I agree now for a mo-



ment with Dr. Kefauver. I believe that science ought to be taught in the school with all of its social implications, but I believe also that young people should begin to realize in the school that it is quite impossible to take contemporary experience and think of it scientifically unless it be extracted from the human reaction to these facts that are going on about them—some of the fundamental laws of thinking and logic, some of the fundamental arrangements of experience that give character to science—because, after all, science is not a casual observation of a hundred thousand experiences; science is the extracting of the fundamental abstract key from experience which makes it possible to arrange experience in the form in which it will never be arranged in the course of ordinary life.

For example: if you will think of such a science as zoölogy, and recognize the fact that we now have a classification that makes it possible to do something more than Adam did, when he named all the animals. Think of the Herculean task which that poor man had as these animals went by, one by one, and he had to invent the various names. If he had had a modern vocabulary he could pass them by with celerity and with scientific insight; he could say to this animal, "You are an invertebrate," and to that one, "You are a vertebrate," and when he said that he would be exhibiting that marvelous insight that makes it possible for us now to explain to children that an invertebrate has to live in water because it hasn't any internal support which will carry its tissue, and a vertebrate can be large and complicated and

can move around even as we do, because it has a backbone. I am interested in having him understand the function of a backbone.

It seems to me that science does not name animals; science arranges these animals in categories that can be defined in terms of essential structure, and I don't believe that any child will ever discover the distinction between vertebrates and invertebrates by any observation he can make without a great deal of help, and I am anxious to give him that help early enough so that he shall not be confused and in chaos about what he finds in science.

I am interested in having him read the great classics of the race. It has been my function from time to time to read the products of students who come from those institutions where the study of literature has been slighted, and I confess to you in terms of long experience as a teacher that if I felt that the race was dependent upon the kind of literature that I have had to read in a great many theses, I should despair of civilization. The fact of the case is that when one of these great masters of style and of penetration into human thinking and human life sets forth in an ideal way one of these pictures of human conduct and the significance of human conduct, I for my part prefer to see the students in our junior colleges and in our secondary schools come in contact with these master creations of literature. I have very little sympathy with the way in which composition is taught, and I have very little sympathy with that teaching of literature that depends upon some of the poems that I have read, written by students. It seems to me that it would be very



much better if we could go back to the great creations and could persuade our young people in the schools that these great creations are the models of thinking and the models of expression.

Now you ask me what is the difference between the literature and the science and the study of institutions that I am advocating, and the ordinary liberal arts curriculum. My answer is that instead of dissecting these various bodies of experience, instead of treating them analytically in the last degree, it is the business of the junior college, as I understand it, to say to these young people: there is a phase, an aspect of life, which you should undertake to develop in terms of personal skill, and personal preparation for participation in the activities of the bread-winning world. I believe in vocational education: I believe that vocational education is an important part of the program, and if a young man is to be a lawyer I believe he should be given the equipment that will make it possible for him to go into a technical school and there prepare for that particular profession; if he is to be an engineer I believe he should be equipped with the instruments for engineering; if he is to go into shopwork and to issue from our secondary schools with a terminal course that will prepare him for activities in the trade, I think it is the business of the public to see that he secures in the secondary school or, to my thinking, better in the junior college, that type of technical training which will prepare him for skillful operation in the activities of life. I am very earnest in my plea for vocational education.

And then I should like to draw a line and say that it is in vocational education that our young people are to be separated into classes and groups, separated by their own choice, and I believe there is a dignity in mechanical operations that compares with the dignity that is to be found in the professions. I believe that if we say to our young people: it is necessary for everyone to earn his living; it is necessary for everyone to be industrious; it is necessary for everyone to cooperate in the development of our modern mechanical civilization with its professions and its trades, we shall say something that is very worth emphasizing for our school system, because I believe there is a dignity in mechanical operations that is its own, and it is a dignity that is just as significant for modern civilization as that which appears in the professions.

And now, I say, after these young people have divided themselves by their consideration of those activities that will win their living, I want them to join in a common life. And that common life was not made today, nor yesterday, nor the day before, and it will not be fundamentally changed for years to come, but it will grow and evolve just in the degree in which we can prepare them for participation in a common life.

I like to talk about general education, and that was what I was trying to represent in the theme that I discussed with you when I asked you to consider a course in general language and a course in science, and a course in all of the literature that the race has produced.

I like to think of all of us as

participants in a civilization that is not made up of our handicrafts. When I meet my fellow men in society I like to tell them that I am a teacher, and that I have spent some of my time trying to prepare to be professional in the line of activity that I follow, and I try to reveal to them that I am respectful to their professions and greatly interested in the achievements that they are able to make, and that I could not make in their fields. We have a right to be specialists. Then I like to turn in the course of the conversation and discuss with them some of the great achievements of the race to which we both belong. I like to get a common footing with these men when I understand what they think of music. If they are going to banish Beethoven, and some of the other great artists, if they are going to stop thinking of Michael Angelo and look at some of these creations that are beautiful in color in modern times, I myself am going to go and get some other company.

It seems to me that we have a right to go back to some of these great fundamental facts that make

us part and parcel of a common civilization, and I would like to formulate that civilization and make it perfectly clear and perfectly definite. I haven't the slightest hesitation in saying I like the past, very much better than I like some of the present, and it seems to me that it is important that we should teach participation in this creation of the common past, not, mark you, in the detailed professional way in which it has been taught. I am not making a plea for a teaching of Caesar's Gallic War; I am not making a plea for the pursuit of algebra as it is now carried on. I have advertised up and down this land in recent months that English book *Mathematics for the Million*. I wish our junior colleges would teach mathematics to the million. It is entirely worthy of a place in the program, it is systematic, it is clear, it is definite, and it is not contributed by the children. It is contributed by somebody who knows mathematics, and that seems to me to be very important. In other words, I believe there is a general education as well as a specific education.

## Discussion of Core Curriculum

CONDUCTED BY DR. JUDD

DR. JUDD: I think Dr. Kefauver ought to be able to say what he thinks. I don't know just what it is [*laughter*] but I can very well imagine, and so I am going to give him the floor for a few minutes. [*Applause and laughter*]

DR. KEFAUVER: When I saw this program and saw Dr. Judd's name first on the list, I was a little bit relieved because I know what Dr. Judd can do with thinking which is somewhat different from his own. At least I have provided a sounding board for a very stimulating and enjoyable speech by Dr. Judd. There are several basic differences in our thinking which I see. There are several points which came out, which do not represent differences. I did not know, at several points, whether Dr. Judd was referring to my statement or not, but if he was, he was setting up straw men, and giving my name the label, and one is that I make no defense—[*at this point the lights went out*]. We need some light on the subject. [*Laughter*]

DR. JUDD: Well—you furnish it. [*Laughter and applause*]

DR. KEFAUVER: Did you plan this, Dr. Judd? [*Laughter*] There are two points that I wanted to speak of before turning to my own interpretation. There is no suggestion of anyone that I know, who will not give the teacher an important function in the work with students. There is no one who suggests, and certainly I would not, that the teacher should not be in a position of leadership in his or her work

with students, helping them to explore the field of science, helping them to contact rich things in the field of music.

To assume, however, that the teacher either determines specifically in advance what the content is to be or to do nothing, seems to me dodges the major issue. The teacher in the classroom ought to carry the role of teaching, yes, but we have then the question of defining the exact nature of teaching.

The second point I should like to touch upon is that of reference to the past. Certainly no one would justify not utilizing the achievements of the race in the major areas. Beethoven, certainly, and the great masters in art, certainly, and the developments of our social institutions over the ages, certainly; but turning to those not just to study them to get knowledge, but using them in helping to build an understanding of the life of this generation.

I think probably one of the important differences between Dr. Judd's thinking and my own here is our assumption as to the nature of the human organism. It is with some hesitancy that I walk into that issue, because of Dr. Judd's record as a psychologist. If you can assume that the youth on the junior college level will take to anything which is brought into the classroom, and you are not concerned with helping them to live in terms of their purposes, and helping them to define their purposes, you have, under those

two circumstances, a different educational conception. Personally I am pleased to see these efforts of the writings of adolescent youth, not because they are going to compete with the great poets of the ages, but that they are coming to live creatively, and I want them to contact the great poets, yes, but not to live this copying life, of always turning to the past to copy what other people have done, to live the passive life and not the creative life. I want to help young people to come to life positively.

The second point which I think Dr. Judd and I would differ upon would be the significance of individual differences of students. I believe that the wide variation in experiences of young people, the wide variations in the things that are important in their lives, the wide variations in the circumstances of life, of the youth that come to the schools, make it important that the teachers give recognition to those differences in the shaping of the educational program. And I believe that one of the best ways for teachers to discover those interests and those impulses and those problems and goals of students is to help young people, is to work with young people in the co-operative planning of the life of the school. And when I say that, I don't mean that the teacher is to take a nap while the process is going on, but the teacher has an active role. I could go on still further, Dr. Judd, but it probably would be just as vague to you then as it is now. [*Laughter and applause*]

DR. JUDD: Dr. Creager, do you want to add something to what you have said?

DR. CREAGER: No, I think you two men are in perfect accord. [*Laughter*]

DR. JUDD: I am glad you feel that way. The problem is before those of you who are members of the Association. Do any of you desire to participate in the discussion?

MR. KENNETH E. OBERHOLTZER (Long Beach, California): You have given us a masterful presentation of what the teacher's role is. What is the role of the pupil and the learner in the situation that you have described to us?

DR. JUDD: Well, that question interests me very greatly. Dr. Kefauver has referred to the fact that I was once a psychologist. I believe that there is a fundamental difference in the human organism between the highest nervous center and the lower ones, and it does not seem to me at all true that the highest center, namely, the cerebrum, operates in any such way as the lower centers operate. I am not interested in developing skill in the cerebrum; I am interested in developing associations of ideas.

Now, if you will let me have some time later, when you have plenty of leisure, I will expand that for you. Modes of learning are different. What I think is necessary for the upper levels—I am not much concerned with the lower levels; I am willing to leave that to the progressives [*laughter*—the higher centers seem to me to demand that there shall be ideas put into coherent, orderly fashion, and that those ideas shall be presented in such a way that powers of associational observation shall be established. I don't think youngsters establish those readily; I do think modern civilization has climbed to the point

where we have in a short period of time helped these youngsters make the associations that are essential for participation in modern life.

Now, if you have my point at all, it will require long elaboration in order to make the details of that clear, but it is the fitting together of ideas and the development of what I plan to call, elsewhere, the higher mental processes. That, I think, represents an interesting point.

DR. KEFAUVER: I am concerned about the mechanistic form of the higher intellectual life and the seeming dissociation of the intellect from the rest of the human organism. I would rather have the idea that this organism moved together as a whole. When you study literature you are not just working with the mind there, but the attitudes of interests of the individual are affecting very materially the nature of the associations established. You cannot dissociate the strictly intellectual part from the total life of the individual, can you? At least I raise that question.

DR. JUDD: I am glad to have you raise the question. Now, mark you, the nervous system is a unit, but it has a top, and it has a bottom, and just as you can always draw the distinction between a top and a bottom, you can here. There are a great many functions of life carried on by the lower nervous system that are absolutely essential; for example, Kefauver has been breathing all through this operation [*laughter*] and it is important that he should continue, but that is a totally different matter from some of the ideas that he has tried to present to you. [*Laughter*]

Now the distinction is here—

mark you, I don't deny what these people talk about—the whole child—although for the moment I am not interested in the whole child, I am not interested in the whole of you. I know your hearts are beating here and I know your glands are operating and I know that a great many things are going on inside of you, some favorable and perhaps some unfavorable, but that is not important. I admit that, certainly, but that does not seem to me to be the business of the moment. The business of the moment is to see that we fit together some ideas, and I would like to keep the distinction as well as the relationship in mind. There is a relationship, but it is not the dominant relationship. The dominant relationship in human life is that relationship which I am trying to utilize when I use the English language. The animals haven't any English language. The animals have all these other things, and then some, but they haven't this highly organized cerebrum and they haven't any language, and they never will have any. I am getting out a book on social psychology which I am glad now to advertise [*laughter*], and I will send you a copy, Kefauver. Then you will get a distinction that is of importance not only to the conservatives like myself, but to the progressives. Do any of the rest of you want to participate in this discussion?

DR. R. R. ROBINSON (Tonkawa, Oklahoma): It seems as if we agree pretty generally on what ought to be taught; that is, the field in which we ought to go to get our information. But the thing that concerns me is some other problem: what can we assume has been done in the high school before we get these



people? How technical need the information be that we use to establish such courses, or just how general? I think of a biology instructor who is just as technical as he can be. Even his little boy can name all the animals and give them their scientific names, which seems to be not necessary even for so young a youngster. He carries that into his biology classes. Does he need to be that technical in order to give a survey of man's development, et cetera, or just where shall he quit? How technical need he be?

DR. JUDD: Has anybody a solution to that? Dr. Kefauver, do you want to tell them?

DR. KEFAUVER: I would like to hear your answer to that.

DR. JUDD: Well, my answer is that the instructor ought to be thoroughly acquainted with the fundamental principles of zoölogy, and if he is, he won't teach them the names of the animals.

DR. KEFAUVER: Would you agree that he also ought to become acquainted with the nature of the students and their backgrounds, experiences, problems, and make adjustments in terms of what would seem to serve their needs, drawing on scholarship in biology, but make that adjustment to the nature of the student group?

DR. JUDD: I agree with the first half which you state—but not the last half. I don't believe you can make the facts of zoölogy agree with the needs of particular students; you are quite right when you say I am not going to make up any individual scheme I am interested in on the basis of individual differences.

DR. KEFAUVER: I mean, you would select from the total store-

house of knowledge that which would supplement that which he has already had and which would tend to develop along the lines considered desirable?

DR. JUDD: My selection from the facts of zoölogy would be in the interests of systematic thinking, and I should try to induce the pupil to come along with me in the field of systematic thinking rather than I should spend my time finding out all the idiosyncrasies of his own peculiar viciousness of thought, in order to correct the program of the school. I think the school has a business to inculcate the great fundamental systematic facts of science, and I should do that with all due regard to the pupil. I would say to him: there is one inevitable body of material in zoölogy: you get it and come along with me, I will show it to you.

DR. KEFAUVER: I would like to agree with you that I would want him to come to build systematic thinking, and, secondly, I would want to get him to come with me in that byway method, although I would want to adopt the techniques and materials that would get him to come on furthest to do with me systematic thinking in the field of biology. [*Applause*]

MR. SKIDMORE (Utah): A new junior college is to be organized in Utah. We are soon to write the course of study for the first two years. We have a mixed congregation; some want to go into the vocational work using it in the trades and industries idea, others want to prepare for the higher institutions—professional courses. I would like to have Dr. Judd write up those first two years, then I would like to have Dr. Kefauver write them up, and



put the two together and see what I can bring out of it to take care of the whole group. I don't believe any one block alone will do the job.

DR. JUDD: You see, I have provided for both of them.

DR. KEFAUVER: Will you do it in three minutes?

DR. JUDD: I couldn't do it in three minutes. I say, ladies and gentlemen, it is entirely possible in my judgment to separate these two issues. I believe in vocational education; vocational education cannot possibly consume five years. I am talking now about the years that might be thought of as following the freshman year in the conventional secondary school, and the years of the junior college. You cannot possibly fill up four or five, certainly not six, years with vocational education. It cannot be done. There isn't enough of it. You can teach any vocation there is. You can even prepare for professional vocations in the preprofessional courses in plenty of time. Now, if we would arrange our organized program of studies, you can have time, and ample time, for introduction to the sort of thing that will in the whole course of adult life keep these young people interested and intellectually alive.

I would like to introduce them to literature. I don't say you can get the whole of literature, I don't say you are going to introduce them to the whole of science, but you can teach them the methods of that science; you can do in your junior college program—and I hope some day it will include—the last two years of high school. I am very strong in that particular. If you could have four years of junior college, instead of just two years, I think you would be advantaged, and I think you ought to take the last two years of the conventional secondary school and the junior college years and make that division, which will give vocational training on the one hand, with time necessary to get these young people ready to deal with the practical issues of life, and use a good half of the time in the study of these other phases of experience that are not intended at all to make a living, but are intended to make people happy as citizens.

PRESIDENT DENWORTH: We are certainly most grateful to Dr. Judd, to Professor Creager, and to Dean Kefauver for their highly significant and provocative contribution to the solution of what seems to me to be our most fundamental problem.

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## The Problem of Teacher Education

GEORGE F. ZOOK\*

The teacher is the most important element in the educational process. Yet we have spent our time and money on the improvement of other aspects of the educational system. Thousands of buildings have been erected, hundreds of curriculum studies have been carried on, and better administrative practices have been adopted. Has the preparation of teachers kept pace with improvements in other aspects of the educational system? The obvious answer is "no."

We do not even give our prospective teachers a knowledge of those things we know and which clearly have a bearing on their work with pupils. We have learned a great deal about the biological and psychological developments of children and their effect on the learning process, which remains relatively unknown to the teacher. We understand much about individual differences in children which is, as yet, an unknown world to the average teacher. We know much about the development of society in which the child will participate more and more actively, but most teachers are not at all adequately prepared to communicate this knowledge to their children.

Something needs to be done to raise the level of teacher education in this country. The happiness of individual citizens is deeply concerned with it. The success of our democratic form of government de-

pends on it. As everyone knows, improvement in the teacher-education process cannot be brought about in this country by fiat. The need for doing something about it is itself an educational process which must be engaged in. There must be study and experimentation concerning the nature of the process. The public as well as the profession must be convinced of the necessity for and character of the desirable changes relative to the preparation of teachers.

It is to this task that the American Council on Education has set itself. The Council has received a grant from one of the educational foundations of \$200,000 with which to carry on studies and activities in this field. Dr. Payson Smith, formerly Commissioner of Education in Massachusetts, has been named chairman of a commission which will have general charge of the project. Dr. Karl W. Bigelow, of Teachers College, Columbia University, has been named director.

The teacher-education commission will ask itself first of all as to what the objectives of American education are and ought to be. In this connection it hopes to co-operate with the Educational Policies Commission, which is now at work on a statement concerning the purposes of education.

Next, as a means of attaining these objectives, it will attempt to identify in order those problem areas in the teacher-education process in which study and experimentation are needed. Some of

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these areas are already obvious, as, for example, the selection of students, the psychological development of children, practice teaching, and in-service training.

The Council hopes to enlist the active co-operation of educational associations and individual institutions in the prosecution of this project. The American Association of University Professors, the Association of American Colleges, the American Association of Teachers Colleges, and a number of other educational associations have already appointed special committees or are engaged in other activities bearing directly on the teacher-education problem. There is indeed no other single subject of such common concern to the whole vast number of educational associations as is the subject of teacher education.

The co-operation of individual institutions is also important. Neither the university, the state teachers college, nor the liberal arts college, all of which are deeply concerned, have given anything like adequate attention to the problems of teacher education, which in most instances are the largest and most important ones facing the institution. There seems every reason, therefore, why individual institutions contemporaneously and co-operatively with the commission should study particular problems, such as the preparation of the faculty, selection of students, and practice teaching. There could be special conferences of representatives from the co-operating institutions where an exchange of experiences and observations should be mutually helpful to the institutions and to the commission.

At the conclusion of the commis-

sion's deliberations there will be a report. This report should not be in the nature of a fact-finding document. The National Survey of Teacher Education carried on by the United States Office of Education several years ago and other documents of similar character give us a wealth of data on teacher education. What we need at this juncture is the development of wise policies in teacher education, in part through a careful study of existing data, and in part resulting from the commission's co-operative studies and experiments at individual institutions. Hence the report of the commission should be primarily a statement of basic policy on teacher education which is recommended to the country for widespread adoption. If it is written in these terms it should be one of the outstanding documents in American education.

Sad experience shows us, however, that excellent statements of policy in education, if left to shift for themselves, become prophecies to be realized in future generations rather than active forces calling for speedy consideration. They are admired by succeeding generations more than by the one to which they were primarily directed. Hence every serious national study in education should include a period of active promotion of public consideration, concerning the policies enunciated in the report. It is only upon this basis of such popular information that the people in a democratic form of government may act intelligently on what is needed in all aspects of social policy, including the education of teachers.

I wish now to devote the remainder of my time to some observations

which seem to me to apply particularly to the junior college situation. The junior college is a unit in the total educational program. It does not stand alone. It has relationships to the senior college above. But its closest relationship, as I believe the members of this group will agree, is to the secondary school below. Indeed the theory that junior college education is an integral part of secondary education has now come to be so widely accepted as not to invite more than desultory debate.

If this thesis is correct it may naturally be assumed, I take it, that the aspect of teacher education in which the members of this organization are mostly interested has to do with the preparation of teachers for the secondary schools. Yet, if I have followed the history and the proceedings of this organization aright, relatively little attention has been devoted to this aspect of the junior college movement.

There is one exception to this statement. A large number of junior colleges have more or less thoughtlessly drifted into the policy of preparing teachers for the lower school units. Mr. Henry G. Badger of the United States Office of Education shows in the forthcoming April number of the *Junior College Journal* that in 1936 there were 8,332 students in 381 junior colleges in the United States who were preparing to teach. Over one-half of them are found in the Southern States. In the state of Texas alone there are forty junior colleges which are recognized by the State Department of Education as teacher-training institutions.

A recent doctoral dissertation by C. C. Colvert at Peabody College

analyzes in detail the curricular offerings in 195 public junior colleges in all parts of the country. He finds that over one-half of these public junior colleges offer courses in education. Again the majority of these are in the Southern States.

In most instances it seems clear to me that junior colleges, which pretend to engage in the preparation of teachers, are making a serious mistake. I hasten to add that the chief blame for this situation lies, of course, with the state authorities, including the state legislatures, which permit such a low standard of teacher preparation to continue in a period when, with proper financial support, it would easily and quickly be possible to raise the level of teacher preparation to the level of college graduation. I trust that the junior colleges may actively promote such a standard of teacher preparation by themselves refraining from participation in teacher-training programs, which in most instances are bound to be thoroughly inadequate in amount and quality.

Let us return to the faculty situation within the junior colleges themselves. Nowhere, so far as I know, are there any legal requirements concerning the qualifications of teachers in the four-year liberal arts or teachers colleges, either in their senior or junior college divisions. If we consider the mechanical and quantitative nature of the requirements for teaching in the secondary schools we can see why similar requirements in the higher institutions have made no headway.

On the other hand, the trend everywhere has been to think of junior colleges as being an integral part of the secondary school pro-

gram. One of the evidences of this feeling has been the tendency to apply the usual secondary school teacher certification requirements to teachers in the junior colleges, particularly those under public control. Dr. Eells, to whom we are indebted for so much of what we know relative to junior colleges, found several years ago that of the eleven states in which a large majority of the public junior colleges were located, seven of them (California, Illinois, Kansas, Michigan, Missouri, Minnesota, and Iowa) have teacher certification requirements for teachers in junior colleges similar or identical in character with those which obtain for teachers in the high schools. Three of them (Texas, Mississippi, and Georgia), each of which possesses several state junior colleges, have no general certification requirements for junior college teachers; but it amounts to the same thing in Mississippi, since in that state junior college teachers are required to show that they have had eighteen hours of pedagogy. One state (Oklahoma) requires certificates for teachers in municipal junior colleges but not for those under state auspices. It would probably be very difficult to demonstrate that existing certification requirements for teachers in the junior colleges have improved appreciably the quality of the teaching personnel in those institutions. At any rate, the junior colleges of the country could do us all a great service by helping to develop new and more modern devices for identifying and certifying competent teachers for service in the junior colleges.

Before anything of this nature takes place there must be a much

better definition of the function of junior colleges in the scheme of American education than exists at the present time. We protest and protest that junior colleges are an integral part of—the concluding part of—the secondary school system, as I said a few moments ago. Yet their faces have been turned most of the time toward the senior colleges, to which a relatively small proportion of their students go, rather than toward that large family of secondary education of which they ought to be the proud and respected head.

As a result the courses offered in junior colleges have slavishly copied and imitated those which are offered in the four-year colleges. If the four-year colleges break large areas of instruction into small segments labeled physics, botany, and ancient history, the junior colleges follow suit. If the four-year colleges still further break these segments up into three-hour and two-hour courses, the junior colleges do likewise. Still protesting that they are a part of the secondary school family, they get themselves organized under a separate administration with principals or presidents. Then while the protestation of affiliation continues, the faculty of the junior college is segregated from the high school. Presently there is need for an entirely new plant. So off they go, principal, faculty, students, football team, fraternities and all the paraphernalia of higher education, to a campus on the edge of the city from which point of splendid isolation the junior college continues to protest the integral relation it bears to the high schools below. Need I point out that from any point of view



such a junior college is like one of Shakespeare's characters, it "doth protest too much."

Now when one gives substantially all of his attention for a long period of time to one objective he naturally neglects others which presently become more important. While he keeps his eyes fixed on what is immediately in front of him something may be brewing close behind him. I believe that that is what has happened with the junior colleges of this country. While they have been busy watching and imitating the higher institutions over in the next lot, there has been a great increase below in the younger members of the secondary school family who have been milling around at home for the last decade or two and who are now beginning to find out what they "were begun for." For years on end they too gave segmentary courses and imitated the higher institutions in curriculum and methods of instruction. All too frequently this is still the prevailing practice.

But something has been happening to American high schools that the junior colleges need to become aware of. The statistics of the United States Census Bureau and of the Office of Education will tell you what it is; namely, that from small beginnings only a few years ago there has developed a movement which has resulted in approximately two out of every three young persons of high-school age being actually enrolled in our secondary schools. Mr. Wetzel, formerly principal of the Trenton, New Jersey, High School, in his delightful autobiography tells how within a single generation his school changed from a small select student body to a

large cosmopolitan one. Nothing like this situation has ever before been witnessed in the history of the world. Confronted with a cross section of the entire population, with its variety of interests and abilities, old standards which may have been more or less appropriate to the past, with its limited student personnel, have been breaking down. A curriculum adapted to the common needs of the few has had to give way to more or less frantic attempts to construct a course of study adapted to the common needs of the many. The latter, while perhaps not intrinsically so different from what the former should have been, is nevertheless gradually developing into something substantially different in subject matter and approach from anything hitherto existing. It has to do with those individual and social needs which are common to the entire population and which are appropriate for instruction on the secondary school level. With the growth of knowledge in all these areas and with the postponement of employment, often until the end of the teen age, the period of general education clearly reaches beyond the high school through the junior college. The main function, therefore, of the junior college is in this relatively new and developing field of general education. If the high schools are right in striving to build a curriculum in general education for the many, the junior college, which clings to subjects and methods appropriate only for the few, is wrong. Clearly, it seems to me, the main function of the junior college is to carry on and complete general education.

I shall not attempt to define gen-

eral education except to say that segmented subjects will give way to broad fields of knowledge and to core curricula, such as that in social intelligence suggested by Dr. Henry Suzzallo in the California survey of higher education several years ago, and which has been described so well here this morning. It will all be done not so much to build a pyramid of fact on fact, but to enable the student to interpret himself and the world in which he lives; in other words, to secure values by which to live.

The process of building curricula of this kind has only just begun, particularly on the junior college level. What I wish to do now is to issue a challenge to you to take your eyes off the senior college and the professional school long enough to join the remainder of your family in secondary education in developing, through experimentation in individual institutions, those types of teaching materials and subject matter in general education which are appropriate to the level of junior college students. There is no field of education today which is crying out so insistently for someone to strike out on essentially new paths, but it must be done as an extension of and the completion of general education as now undertaken in the better secondary schools.

Theoretically this challenge may well be issued to those who administer the first two years in any liberal arts college, or, for that matter, in any teachers college with four-year curricula. A number of institutions, including the University of Chicago, the University of Florida, and the University of Minnesota, have accomplished some

remarkable results in the last few years in building curricula in general education. They have indeed provided the most powerful stimulus in this relatively new movement. We are greatly indebted to them.

But these institutions, whether state or privately controlled, suffer from one extremely important handicap. Dean Brumbaugh, of the University of Chicago, out of a very realistic experience in recent years, tells us what it is in the February number of the *Journal of Higher Education*, as follows:

It has become increasingly apparent, however, to the administrative officers and faculty directly responsible for this program that if the purposes of general education are to be achieved as fully as possible the sharp break that now exists between the senior year of high school and the first year of the college must be eliminated and the curriculum of the high school and the junior college must be unified.

Add to this the disappointment of Stephens College a few years ago in building up strong eleventh and twelfth grades with which to integrate the junior college.

Now you will begin to see, I trust, why every tendency in junior colleges to separate themselves from the high schools below, in students, faculty, administration, buildings, and curriculum, seems to me to be such a fundamental mistake. Of all our institutions which offer the eleventh and twelfth grades the junior college is the only one which can really integrate its curriculum with that of the high school below. So long as we were piling up segmented courses on top of one another in high school and college, perhaps it did not matter, but now we are at the beginning of a new era in both high-school and junior

college education, when unity and integration are such important factors in the general education necessary for our day and generation as to make any separation of high school and junior college most undesirable.

There is always a brighter side to a picture. Someone sees a better way of doing things. I believe that the Pasadena Junior College, which last fall dedicated a fine new plant housing a junior college composed of the eleventh to the fourteenth grades, inclusive, is attempting a program of general education which is intended to minister to the needs of all the population on the junior college as well as the high-school basis. That the program is succeeding is shown by the fact that a surprising proportion of students who enroll in the first year of the four-year course of study stay on through graduation, instead of dropping out in the usual large numbers at the end of the high-school period. I am convinced that we have in Pasadena and several other places an experiment which holds very great implications for the junior college movement.

But I suspect that I should not have allowed myself publicly to join up with so small a minority in this Association. It may not be safe for my purpose today. It may indeed obscure the real point I have in mind to press home and that is that the junior college, no matter what degree of separation or integration with the secondary school obtains, is still in a better position and is, therefore, under the deepest obligation to invent and set up curricula which continue and complete the students' general education than any other institu-

tion offering the first two years of college. Thus far only a few junior colleges have been able and willing to work at the job. May their tribe increase!

I suspect that by this time you are convinced that I have entirely forgotten the subject on which I was supposed to speak. I assure you that such is not the case.

Instructors in junior colleges are educated in four-year colleges with varying quantities of work beyond the baccalaureate degree. Those institutions are going to give prospective teachers the traditional kind of education in segmented subject matter just so long as the high schools and junior colleges of the country will stand for it; probably a little longer; and just as long as they themselves, in their own junior college divisions, do not appreciate the need for providing their own students with curricula devoted to matters of common concern. I believe, therefore, that while we may secure valiant help from certain sources in educating persons for their new and much broader responsibilities as teachers in high schools and junior colleges, the movement will be hastened immeasurably if the junior colleges will join with the high schools, first in working out what types of curricula they want, and secondly if they will then present a united front to the teacher-education institutions in demanding teachers so prepared as to meet these new responsibilities. This, my friends, seems to me to be the phase of teacher education with which the junior colleges of the country are primarily concerned and to which they can, if they will, provide leadership and guidance.

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## Junior College and Vocational Education

FRANK CUSHMAN\*

Perhaps I am not entirely unqualified to speak for a few moments with a group of college representatives, because about twenty-three years ago I was connected with a junior college, while we were trying to find an answer to the question that Dr. Ricciardi has announced that I would discuss briefly. So far as I know that answer has not been found yet, but the question is still before us, and in the brief remarks that I shall make, I would like to present the problem to you and suggest that the time is approaching when it ought to be tackled in a more serious way than it has been during the past twenty years or more.

Now I don't want to bore you with a lot of things that are perfectly obvious, but I feel that I should just mention a few things that you know just as well as I do, and perhaps those things when mentioned will help to suggest some questions in your minds as to what the junior colleges of this country ought to do about it.

Of course we all know that the age for entrance into employment is increasing and has been increasing for many years. Even twenty years ago when the Smith-Hughes Act

was passed, provision was made for permitting young people, boys and girls, to enroll in vocational schools at the age of fourteen. Now boys and girls fourteen years of age don't get jobs in industry any more to any great extent. State school laws, child labor laws, social security laws, employment liability laws, compensation laws, and all sorts of other things are responsible for the increase in the age of going to work.

Along with that there is no decrease, or has been no decrease over the past twenty or thirty years at any rate, in the need for skilled workers in this country. There is no decrease—on the other hand there is an increase—in the need for skilled people in this country, and that increase has been increasing for many years, and it is still increasing. The decrease comes in the field of unskilled labor. That is where it is most difficult today for a person to find work—the person who has nothing to sell in the way of special knowledge, special abilities, or special skills. That field is contracting.

There is a great deal of loose talk about the age of machinery, that the machine has taken over the skilled work of this country and all a man has to do now is to know how to push a button here and a button there, start and stop a machine, and, presto, everything happens. We make cigars that way, and we make automobiles that way, more or less—so people think—but they

\* Chief, Industrial Education Service, United States Office of Education, Washington, D.C. Mr. Cushman substituted for Dr. J. C. Wright, who was unavoidably detained. Mr. Cushman spoke extemporaneously. The paper printed here is based upon stenotype notes.



lose sight of the fact that all of that automatic machinery has to be designed and built, and maintained and repaired and kept in condition by people who need to have more skill in their respective lines than men used to need years ago in connection with the construction and operation of machinery.

It is probably true that the average amount of technical knowledge needed by a successful skilled worker in industry today in this country is greater than ever before, and is constantly increasing. If you will go through some modern mass-production plants where the most obvious thing perhaps is the specialization of tasks and the small amount of skill apparently required by operators, because the work is so highly subdivided and specialized, you don't see the group of men somewhere in that organization that keeps the whole works from becoming a junk heap.

Some years ago it was my privilege to assist in setting up an educational program for foremen and supervisors in the General Motors plants—twenty of them—and I got pretty well acquainted with some of those men. One man from the Buick plant, who was superintendent of a department, made some comments right along that line, that if all of the skilled workers, the maintenance men, the toolmakers, the job setters, and other highly skilled men were taken out of his building it would become a junk heap inside of a week, and nobody would have a job.

The transportation of material in the factory by means of automatic conveying devices, lifting devices, and all that sort of thing, has taken away a great deal of work

from the unskilled worker, and I think it is a fact that the opportunity for securing any kind of a job is becoming increasingly difficult all the time for unskilled workers.

Now we are turning out from every level of our educational system, unskilled workers—individuals who do not possess any of the knowledge or skill necessary to measure up to the demands of any skilled job that industry or business or commerce has to offer. I don't know to what extent junior colleges are doing that, I am not here to make any accusations, but probably there are some people who either drop out of junior colleges or who graduate from them who have great difficulty in finding anything to do because they have no special knowledge or skill to measure up to the demands of any existing job, so far as anybody can find out.

It is a pretty serious thing when we take boys and girls—boys, I will say first—into our school system and help them develop expensive habits, expensive tastes, the desire to own automobiles, to wear fine clothes, and to smoke cigarettes and do all of the things that cost money, and then turn them out with a diploma, presumably educated, to let them find out that they have got to compete for their first job as an unskilled worker. That is a pretty serious state of affairs. I had that impressed upon me two or three weeks ago when I gave some assistance in connection with the development of a special kind of vocational-training program for some of the employees of a large federal penal institution. Those men have never been trained for their jobs. The Department of Jus-



tice is interested in doing something. It is practically impossible to find in the whole group of 1,400 inmates one man—and they were there as young as seventeen years of age—who had ever learned to do any kind of useful work. Many of them had been to school; many of them had graduated from high schools; there were a few who had graduated from college, but the warden told me there was practically nobody there who had ever learned to work. They had bummed their way around the country; they had gotten into trouble; they had done something to bring themselves into conflict with the federal law and landed in the federal penitentiary, and there they get a magnificent opportunity to get some vocational training that will make them employable. I said to the warden as he showed me, with considerable pride, his layout of shops, "Isn't it too bad (I said it in even stronger language than that, ladies and gentlemen, which I will not repeat here) that a young fellow has to break a federal law and go through the process of a trial in court and a sentence to an institution like this for a year and a day, or five years and a day, or twenty years, before he ever gets a decent chance to learn how to work?" He said, "Yes, it is."

What are we going to do about it?

Well, what is happening? We find the average age of young men, and young women too, who are applying for admission to our better vocational schools in this country to be increasing steadily until at the present time 50 per cent or more of all those applicants in our vocational schools are high-school graduates in many sections of this country. They used to

be fourteen-, fifteen-, sixteen-year-old kids. Now they are high-school graduates, young men and young women, who have gone through high school, got a diploma, pounded the pavements looking for jobs, and can't find the first thing to do. Everybody wants a man with experience, and where are they going to get that first experience? It is becoming more and more difficult for them to get it.

Now our vocational schools are serving a group of people, and I doubt if they have any lower I.Q.'s than the average student at your junior college may have. They are giving those people training, and they are fixing them up so that they can go out and get that job that they want. I don't want you to think I am narrow-minded, but I am going to quote my official superior, the Commissioner of Education. He said, "I am getting pretty tired of having so many people tell me that vocational men are narrow. Show me one vocational man who is so narrow that he knows what he is trying to do, and I will show you a dozen general educators who don't know what they are trying to do."

Seriously, ladies and gentlemen, there is a big job to be done. Now if the junior colleges are going to render an increasing amount of service to society, by equipping more and more young people so that they can go out into the world and fend for themselves, and get along and become taxpayers (we have no great surplus of taxpayers now, nobody is going to kick if we try to increase the crop, there is no limitation on that), what is the junior college going to do? Does it have any job there? I don't know.

I tried, as I said before, to find out over twenty years ago, and I haven't found out yet whether the junior college has a job there or not. I do know this (I think it is so far now in the dim past that I can mention it without any fear of making anybody mad), that at that time my particular part of that job had to do with vocational education, and that was several years before the Smith-Hughes Act was ever passed by Congress. I was told before I got very far with my little kite-flying experiment that all the state university wanted was to have that junior college offer the first two years of work for the college of arts and sciences, nothing more than that. Vocational education, with the equipment and the people who were trying to do something with it, had to be tied up with another type of organization eventually. It just didn't work in the junior college.

Now, as I say, that was a long time ago. If the junior college people of this country are now seriously interested in making some contribution to this tremendous problem that faces this country today, the problem of giving youth an opportunity to learn how to work, no one would be more pleased than I to co-operate in any such plan.

As you know, being connected with the office that I am now associated with brings me necessarily into contact with a great many problems, and one of those is the problem of educational work in the CCC camps. I am not at all hesitant to say that it just makes me tired to hear people get up and speak at length on the need for giving the CCC camp boys an opportunity to acquire more culture. Ladies and gentlemen, they wouldn't be in

the CCC camps if they could get jobs, they can't get jobs because they are unskilled workers, competing for work in an overcrowded field of constantly decreasing area.

If somebody would have the courage to come right out and say the first thing we will do for these boys is to give them the vocational training that they need so they can get a job, and they have all the rest of their lives to add to their general education, I think it would be a fine thing.

The fact that you would do that does not mean at all that you would be in any way casting aspersions on general education or discounting the value of it. It just simply means that you would be doing the most obvious thing first—getting the boy on his feet so he can get a job, begin to earn wages, hold his head up, become a citizen, and then let him go to night school, take his university extension courses, study music, go to the art gallery, do all these other things that intelligent citizens often want to do. I don't suppose any junior college boys have ever landed in the CCC camps, but those boys are just about the same age as the boys that you are dealing with.

I have here a brief inventory of the attempts, so far as I know, that have been made to provide some vocational education in junior college organizations. Before I mention any of them I would just like to say this, and I would like to emphasize that I have no chip on my shoulder, I don't want to put any on the shoulder of anyone else, and what I say has no particular application to anybody here, because I know very few people in this room. But in my work of the past twenty years, of trying to promote trade

and industrial education, vocational education, trying to maintain standards, such that the work would be the real thing and not a cheap imitation of it, I have somehow or other divided school administrators into two groups. One group says, "We see a job that needs to be done; can you give us any help so that we can do it better?" That is the kind of a fellow I like to talk to. The other group says, "What is the least that we must do to modify an academic curriculum here so as to get some federal aid?" Now that group tends to make me feel as though the game isn't worth the candle. The size of the first-mentioned group is increasing, I am happy to say. There is no doubt about it in my mind.

We have a few junior colleges, mostly in the western part of the country, which are attempting to develop some training programs of a vocational nature—petroleum engineers, airplane construction engineers, repairmen, hotel service, some work associated with public service, employment, and perhaps a few others—all of those things are good, but in closing I want to point out something that you should have in the way of information in case you are interested, in case your interest is aroused in this proposition from the standpoint of getting some financial aid under the Smith-Hughes or George Deen acts. The federal government directly cannot give any particular school any aid. All problems of financial reimbursement are handled through state departments of education or state boards for vocational education, so I have nothing to hand out here in the way of promises or anything else. But there is just one

thing I would like to say in closing. The Smith-Hughes Act is the basic act, the George Deen Act being an extension of that act with references to the detailed standards of the Smith-Hughes Act. That act requires that this work of vocational education shall be of less than college grade. Now as to why that was put in the act, if I ever got started on that I would run way over my time. Most of the people in the audience are aware of the background of the attempts of the federal government to get something done in this field through the Land Grant College Act, and supplements thereto, and all that sort of thing. The Smith-Hughes Act requires absolutely that the work shall be of less than college grade. Now the question is raised in our administration bulletin: what does that mean? And I will give you the answer here under five points.

First, college entrance requirements are not made prerequisites for admission; it does not say that the vocational course shall not be offered in connection with a college or a junior college, it says college entrance requirements are not made prerequisites for admission.

Second, the objective of the training program is to prepare for advantageous employment.

Third, the training program does not lead to a degree. It is not a part of a college course in that it contributes toward a degree.

Fourth, the program is not required to conform to conditions governing regular college courses.

Fifth, the instructors of both shop and related subjects must meet all provisions of the state plan as to qualifications. You cannot have a professor who has never had any

practical experience, teaching a practical subject, and call it a vocational course from the standpoint of federal aid. A man must have practical as well as educational qualifications.

Ladies and gentlemen, I have twenty-five of these bulletins here, and if any of you connected with a public junior college is seriously interested in some of these things

I think you may be able to get one of these copies, and if there are more than twenty-five people here who are interested, all others in addition to the twenty-five may get a copy by writing in to our office and asking for a copy of our "Vocational Education Bulletin No. 1, Revised 1937." That contains the standards and interpretations of the act.

## Discussion on Vocational Education

JOHN W. HARBESON\*

It is unfortunate for all of us that Dr. Rosco Ingalls has not found it possible to carry out his plans to be present at this convention to lead the discussion on vocational education. Dr. Ingalls presides over a junior college which enjoys the distinction not only of being the largest junior college in America, but also that of having pioneered in the field of vocational education on the junior college level. However, President Ricciardi has requested me to substitute in his absence, and I shall do the best I can as a pinch hitter.

Dr. Cushman has pointed out the great need for vocational education on the junior college level. He has told us, however, that junior colleges have not as yet realized the possibilities of this type of education. Huge numbers of students are flocking to the junior colleges with no intentions of transferring to the standard colleges and universities, and he has placed before us the challenge of providing for this group of terminal students a type of education which articulates with the world of business and industry rather than with the higher reaches of the university.

In considering education on the junior college level it is necessary to bear in mind the character of the student body. The student personnel of the public junior college

naturally divides itself into two major divisions. First, there is the group of students who expect to complete their education for degrees in the standard colleges and universities. To meet the needs of these students it is only necessary to ascertain the colleges and universities for which they are preparing and provide for them an education which will give them credit for the first two years of their courses. Secondly, however, there is the much larger and continually increasing group of terminal students for whom the junior college will be the last formal education. In the past, we have endeavored to more or less force upon these terminal students the same courses which we have given to those expecting to transfer to the university. Such a policy, however, ignores the needs of these young people, and it is necessary for us to accept the challenge laid down by Dr. Cushman of providing a type of education which will develop good citizenship and at the same time make possible an easy transfer into the work of the world.

In meeting the needs of this large terminal group of students, however, some interesting experimentation is already under way. Most of the public junior colleges have recognized the peculiar needs of the terminal student and are at least making some gestures toward meeting them. Probably the majority of such students will prefer to con-

\* Principal, Pasadena Junior College, Pasadena, California.



tinue their general education throughout the junior college years even though not transferring to the university. These general courses should be of a different character from those given to the university preparatory student. For most of these students, however, the primary interest is one of securing vocational education. It is fortunately possible that curricula can be worked out for these students which will both provide a reasonable modicum of general education and at the same time provide an easy entrance into their vocational choices. This vocational education should be on the semiprofessional level rather than either the trade or the professional. As Dr. Cushman has pointed out, there is a tremendous need in the work of the world for this type of education. It is a field which public education in the past has neglected and one for which the junior colleges are particularly adapted.

Examples of vocational training on the semiprofessional level being given in junior colleges are the following:

1. *Commercial education.*—Most of the public junior colleges give more or less training in the commercial field. Most of these courses are along the lines of merchandising, advertising, business administration, and secretarial training. These courses are built upon a foundation of general education secured in the high-school years. There is a general feeling among secondary school administrators that vocational education should be postponed to the junior college level. The studies of Dr. Rainey have shown that there is a well-founded reason for this policy in the indus-

trial conditions precipitated by our machine civilization. Employers do not wish recruits younger than the early twenties. Probably the most extensive vocational opportunities are to be found in the field of business and it is only logical that the junior colleges should provide their most extensive vocational training in this field. One of the best junior college terminal courses in business education is to be found at the Fullerton Junior College in California.

2. *Technology.*—Excellent vocational courses in the field of aeronautical, electrical, mechanical, civil and architectural technology are provided in many public junior colleges. Also certain private junior colleges more or less directly connected with industry have developed splendid courses in this field and have, in fact, done most of the pioneering. Such institutions are Pratt, Dunwoody, and the General Motors Institute of Technology. The Pasadena Junior College has achieved an extensive development in technical education on the junior college level, and has found it possible to place virtually all its graduates in the work for which they have prepared.

3. *Agriculture.*—Scientific training in agriculture is provided in many junior colleges throughout the West, the South, and the Pacific Southwest. One of the best agricultural vocational courses to be found in the state of California is that given in the Chaffey Junior College in Ontario. Not only extensive vocational education is given in this institution, but also some very intensive research projects have been carried out with special application to the local agricultural region.

4. *Forestry*.—A number of junior colleges have introduced semiprofessional courses in forestry. The Lassen Junior College in California has provided most of the recruits for the forest service in its particular section of the country. In the university the regular four-year courses in forestry offer the applied work in the first two years and the theory in the last two. This creates a most favorable condition for the junior colleges because students who have completed the forestry course on the junior college level may secure positions as look-outs in the forestry service, and after this experience may, if they desire, transfer to the university for the completion of their course. This is a procedure followed by many graduates of the junior college courses in forestry.

5. *Nursing*.—This is one of the most important semiprofessional courses. A large number of junior colleges have co-operative arrangements with local hospitals and are putting on splendid courses in the nursing vocation.

These are but examples of extensive possibilities for semiprofessional vocational training on the junior college level. Local communities will determine in large measure the character of vocational courses given in the junior college. If we may judge from present trends, we may assume the vast majority of students in the public junior colleges will find their chief interest in semiprofessional training. Probably not over 20 per cent of the students enrolling in public junior colleges either can or should transfer to the university for pro-

fessional training. If this assumption is correct we must conclude that Dr. William H. Snyder, founder of the Los Angeles Junior College, spoke with the voice of a prophet when he stated that the most important function of the junior college consisted in providing vocational training on the semiprofessional level.

In conclusion, it may be stated that with virtually the entire eligible population enrolling in the public junior colleges an adequate guidance program becomes an indispensable adjunct to vocational training. A good guidance program which extends down through the high-school and junior high school levels will assist the student in planning his life career. With such a functioning program the student will know when he enrolls in the junior college what are his primary interests and adaptabilities, and can, under guidance, select a type of life work for which he is best endowed.

Also going hand in hand with guidance and vocational training must be an adequate placement service. Nothing is so essential in the development of vocational courses as the assurances in the minds of the students that placement is virtually certain on the satisfactory completion of the course. While only a beginning has been made in this great function of the junior college, it may truly be said that junior college administrators have sensed their responsibilities and are courageously pioneering in an effort to provide satisfactory vocational training for their terminal students.

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## The Needs of Youth at the Junior College Level

HOMER P. RAINEY\*

The American Youth Commission has given a great deal of study to the problems of employment and the vocational adjustment of youth. It has gathered an enormous body of information bearing definitely upon these problems. I am going to present to you today, therefore, a few of the major facts which we have identified and attempt to discuss what seem to me to be some of the most important implications of these facts for vocational training at the secondary level. By secondary level I mean the senior high school and the junior college period.

Our studies show, first of all, that there is almost no relationship between the types of training which youth receive and the jobs which they enter. Some of the studies that have been made show as high as 70 per cent of these out-of-school youth who are not trained for any skilled job, and as high as 40 per cent who are not trained for any kind of a job.

In the second place, there is at present a great deal of confusion among educators relative to the function of the schools toward vocational education and of the relation between general and vocational education. The fact that 75 per cent of all youth are out of school at eighteen years of age is very significant for secondary education. Coupled with this is the further

significant fact which we have discovered that there has been a steady trend since 1910 to exclude youth under twenty-one from employment. Thus today there is a steadily widening gap between the completion of school on the one hand, and the beginning of employment on the other, for an increasing percentage of our youth. In New York City, for example, 48 per cent of employable youth were found never to have been trained for any occupation. It is by no means clear that training for specific jobs should or efficiently could be given in the schools, but there is little doubt that the schools could contribute more than they now do toward equipping youth to enter the occupational field. There is a large proportion of youth for whom the schools have no opportunity to do much because they drop out at an early age. The median grade achievement of Maryland youth was only the first year of high school. At no time in the near future is it reasonable to expect that the majority of youth will continue in school beyond the level of secondary education. This means, therefore, that whatever the schools do for those who drop out must be accomplished within the range of a high-school education. These 75 per cent who drop out before completing high school make up very largely the unskilled and common-laborer groups. Those who remain in school beyond high school make up the groups who are going into

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the skilled trades and the professions and into a large number and variety of semi-professional jobs. At this point it may be well to identify one inexcusable gap in the program of public education in America; namely, the failure to provide vocational training for valuable types of services employing hundreds of thousands of men and women—vocations for which more than a high-school education is desirable and yet which do not require a four-year college or university preparation. Among scores of such occupations may be mentioned landscape experts, building contractors, drug- and chain-store managers, electricians, real estate and insurance salesmen, and so forth.

Some junior colleges have made a beginning in this direction although most of them have developed curricular programs which are more or less faithful imitations of the first two years of college work in the state university which, willingly or not, dominates them through the agency of accreditation. Here is a field which the junior college should explore; that is, training for numerous semi-professional types of work. Training of these types is largely of a character which is best suited to post-high-school education. Experience in a number of the larger cities now with technical training indicates that as high as 90 per cent of the students who enroll in it have already completed a high-school education. Furthermore, experience with the junior colleges in California reveals that only 15 per cent of those who enroll in the junior colleges are graduated in the normal period of two years. The vast majority of them want short-term courses

which will enable them to begin their employment experience. It seems clear, therefore, that this should be a primary function of the two-year junior college.

This discussion raises the third question of the functions of the junior and senior high schools relative to vocational education. Studies indicate that not more than 5 per cent of all workers in industry require skilled training and that approximately 95 per cent of these are now trained on the job under the supervision of a foreman. Less than one per cent are trained in the schools. Other recent studies indicate that approximately 75 per cent of all types of jobs (exclusive of the professions, semi-professions, and skilled trades) require no formal training to enter them. Recent studies made by the United States Employment Service point out that

in studying occupations from the standpoint of discovering job similarities, interesting results develop regarding educational qualifications. For example, a recent survey in one of our centers of 1,100 occupations requiring no experience showed that 77 per cent required no formal education and less than one per cent required trade-school education. These requirements were based upon the hiring qualifications as stated by employers. Preliminary surveys of beginning occupations in other centers have revealed approximately the same results.

These facts mean that for a vast majority of youth the high schools need not be concerned primarily with specific vocational training in a strict sense, but would profit most by emphasis upon general education basic to vocational training as well as to other functions of secondary education. The high schools

should concentrate their vocational training upon a program of generalized vocational education which would be applicable to a "family" of occupations. Studies now being made by the United States Employment Service are beginning to reveal large possibilities of classification of jobs into closely related "families" in the sense that they require a similar type of training. Studies also indicate that by far the greater proportion of this training can be given in short-term courses ranging from three weeks to six months, and that this training is best done in close relation to the job. A program of this sort will go a long way toward meeting the problem of providing an initial vocational competence for perhaps 25 per cent of beginning workers. Most employers in the semi-skilled and distributive trades desire beginners to have some work experience and a beginning competence. Some of our junior colleges are finding that they can provide a wide variety of this sort of preparation, much of it upon a short-term basis; that is, by means of intensive training for a few weeks or months. The possibilities of increasing the flexibility of secondary schools invite greater attention than they have to date been accorded.

These factors are having far-reaching implications for the reorganization of secondary education. On the basis of these facts which I have presented I am going to venture certain positive suggestions for your consideration:

1. It seems to me that we are going to have to develop technical schools, particularly in our cities, on a broad base such as the Opportunity School in Denver and the Technical School in Los Angeles.

2. I think youth should be admitted to these schools whenever in the judgment of their educators it is wise to admit them. Some of them probably should be admitted into these technical schools at the end of the junior high school; some at the last year of senior high school; and others after high-school graduation.

3. These technical high schools should give primarily two kinds of courses: (a) broad, generalized vocational training applicable to "families of occupations"; and (b) a wide offering of training for initial competence in many kinds of jobs.

4. I think eventually we must come to a state program of junior colleges as a part of our final answer to this problem. These junior colleges, in my mind, should not be of the traditional type, but should be more like the Denver Opportunity School, where anyone is admitted, regardless of age, grade attainment, or the like, and given specific training in any kind of a trade or vocation that offers opportunity for employment.

5. The fifth suggestion that I have to make is that throughout all of these schools—junior high schools, senior high schools, technical schools, and junior colleges—there should run a program of what I term "education for the common life." We have in the past referred to the elementary school as the common school. I think we are now approaching the time when we are going to have to think of providing a common education for practically 100 per cent of our population up through our traditional high school. I regard this type of education as of so much greater importance than any vocational course or electives



that might be given that it should be included in the program of all youth up through the high-school period. If this is done, it will mean, of course, an unparalleled reorganization of our program of secondary education. Such a common curriculum will have to be differentiated and graded to take into account the varying abilities, interests, and so forth, of all the students.

6. I think we are going to have to reorganize our program of vocational education also in the agricultural schools and in the schools reaching rural youth. It is estimated now that there are between three and four million young people in rural territory who are out of school, at home, on farms, who are not being touched by any educational program. This, as you can see, constitutes a terrific problem. The occupational training facilities for trade employment for rural areas are practically nonexistent. This condition augments greatly the restriction of wage-earning opportunities in rural fields. Furthermore, the education and training as at present organized are deficient both for those youth who will remain in rural territory and for those who will migrate to the city. Practically all vocational instruction in rural areas is provided in agriculture and, as is fully recog-

nized, high schools having agricultural courses are much too few to meet the need, but for the thousands of youth who inevitably must migrate to the cities there exists practically no vocational training. It is imperative, therefore, to provide facilities for the vocational and technical preparation of youth for the agricultural and rural vocations. There is a growing need for specialized technical courses designed to prepare youth for the increasingly complex agricultural services. Such training may well be organized with state, district, or county support in schools properly located with reference to occupational needs and potential enrollments. Courses in trade and industrial services for rural communities should be established. Such courses should include technical training in such fields as auto mechanics, electrical installation and servicing, contracting and construction trades, trowel trades, industrial chemistry, watch and clock repairing, baking, specialized home-crafts, and news and job printing. It is imperative that agricultural and industrial courses on this technical level be established after accurate surveys have been made with reference to vocational trends, occupational outlets, and the integration of such training with the general school services.

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## The Private Junior College—Its Opportunities

CURTIS V. BISHOP\*

It is a self-evident fact that the future of the private junior college is related to and bound up with the future of the whole junior college movement in America. Furthermore, it is useless to debate whether or not the private junior college will gain or lose ground by the rapid spread of the public junior college movement. That public junior colleges will multiply is inevitable. That they will affect the private junior colleges is also inevitable.

By tradition we who represent the private junior colleges are in a favorable position, because the history of higher education in America is almost synonymous with the history of the private colleges, particularly in the East. It has been pointed out, for instance, that of the first 119 colleges established east of the Mississippi River, 104 were denominational colleges.

That the private colleges have justified their existence is not debatable. Out of them have come the majority of the great public leaders. I have read that there have been 20 presidents of the United States with college degrees, and that 18 of the 20 received at least a part of their education in private colleges; that there have been ten chief justices of the Supreme Court of the United States with college degrees, and that eight out of the ten came from private colleges. Private colleges have contributed more

than generously to the names listed in *Who's Who in America*.

It is true, furthermore, that the number of private junior colleges still outnumber by 65 the public junior colleges. History, however, is worthless except in so far as it is a "light unto our pathway" for the future.

I think that we shall have to give some thought as to how many junior colleges are necessary to handle adequately the public demand, and the further question as to what proportion of the total number should be private junior colleges? That the future of the whole junior college movement is exceedingly bright, if it is wisely handled, is, I think, fully apparent. Dr. Frederick J. Kelly, in his little pamphlet entitled "Continuity of College Attendance," recently issued by the United States Office of Education, has the following significant statement: "It is common knowledge that a considerable fraction of the four-year liberal arts colleges in this country are pre-eminently freshmen and sophomore institutions, if judged by the proportion of the students enrolled in the two lower classes."

On the basis of 426 replies to the questionnaire sent to 656 liberal arts colleges, Dr. Kelly gives us some interesting information. It is notable, for instance, that 94,367 freshmen were enrolled in these liberal arts colleges — Protestant, Catholic, private colleges, public col-

\* President, Averett College, Danville, Virginia.

leges, and colleges in private and church universities. Only 49,498 entered the junior year. Assuming the enrollment of these colleges to be constant over four years, this shows a total loss of 44,869 students, almost 50 per cent. In the private colleges, including Protestant and Catholic colleges, the percentage of loss is heavier than in the public colleges.

Without going into the reasons why these students left the four-year colleges before entering the junior year, we may regard it as obvious that those who left the four-year colleges at the end of the sophomore year are logically junior college prospects. We would assume that some of them left the liberal arts colleges to enter professional schools, but we can also assume that a great many of them terminated their formal education with their withdrawal from these four-year liberal arts colleges.

One further general observation must be made. Technological changes are constantly forcing more leisure hours upon the American public. In an effort to offset this problem the American people will undoubtedly find part of the solution in keeping young people in school longer than they have done in the past. The average high-school graduate is approximately eighteen years of age. The junior college offers an excellent opportunity to meet this problem.

For years, in the West, taxpayers have been convinced that it is the part of wisdom to add two years above the traditional high-school education for young people at public expense, in part, at least. East of the Mississippi River taxpayers have been slow to accept this addi-

tional public expense. Within the past few years, however, the public junior college is forging steadily into favor. There are still twelve states east of the Mississippi that have no public junior colleges. Two states, Mississippi and Georgia, have eleven each. Minnesota has ten; Michigan eight; New Jersey seven; Pennsylvania four; Indiana and Tennessee two each; and Alabama, Florida, Kentucky, North Carolina, Ohio, and West Virginia one each. Sixty-one public junior colleges are already in existence east of the Mississippi River. Most of you can remember when there were practically no public junior colleges in the East. I think that within the next ten to twenty years we shall see public junior colleges accepted without question almost in the proportions that we now accept the traditional high school.

What of the private college in this prospective multiplicity of public junior colleges? One glance backward might point the way. The first high schools in this country were private. They were attended by the sons and daughters of people who were willing to pay for that which was beyond the reach of the average person and was considered an extravagance so far as public expenditures were concerned. They blazed the trail for education to such an extent that standards of education were pushed steadily upward. Fine secondary school systems at public expense have consequently been placed within the reach of every citizen in his own community. Colleges and universities are now likewise available in every state within the reach of the average citizen. Numerous academic and preparatory schools consequently closed their

doors. A considerable number of the best of them, however, are still prospering because there are people who are willing to pay for a superior commodity. A considerable proportion of these older preparatory schools have solved their problem by becoming junior colleges. It is significant that the decrease in the number of academic and preparatory schools has coincided in time almost exactly with the development of the junior college movement.

I think that all of these experiences suggest the answer to the question as to our opportunities as private junior colleges. We will find our opportunities on the qualitative rather than the quantitative basis. In other words, any private junior college that hopes to exist will be compelled to do just as fine, perhaps a finer, job academically than the public junior colleges can do and, in addition, will have to do far more for its students than public-supported junior colleges can hope to do.

Of what does this "more" consist? I should suggest, first of all, that the private junior college must make up its mind to restrict its enrollment to a number of students that will guarantee personal and intimate contacts between carefully selected teachers and students. As a matter of fact, this process is, I believe, already in operation. Dr. Eells, writing in the February 1938 issue of the *Junior College Journal* on "Junior College Growth," has given us a most illuminating table on the size of junior colleges. His table shows that 56 colleges have an enrollment of fewer than fifty students; 15 of these are public and 41 are private. One hundred and

twenty-one junior colleges have an enrollment between fifty and one hundred students; 42 are public and 79 are private. One hundred and seventy-four colleges have an enrollment between one hundred and two hundred; 70 are public and 104 are private. Sixty junior colleges have an enrollment between two hundred and three hundred; 32 of them are public and 28 are private. Forty-six junior colleges have an enrollment between three hundred and four hundred; 31 are public and 15 are private. Twenty-six junior colleges have an enrollment between four hundred and five hundred; 16 are public and 10 are private. Eight junior colleges have an enrollment of between five hundred and six hundred; 4 are public and 4 are private. Only two private junior colleges have an enrollment above six hundred students; whereas there are 32 public junior colleges with enrollments beyond the six-hundred figure. Twenty-four of them have an enrollment beyond one thousand and two of them beyond five thousand.

Each of you could cite experiences similar to one that I wish to cite out of my own experience. A few years ago two girls came into my office at mid-year. They told me that they were freshmen at the women's college of a large state university in an adjoining state during the first semester; that they had failed in most of their work and had been advised by the dean to apply to us for admission. The dean of that university later told me that she had made the suggestion because she felt that the girls, who had come from small high schools, could do college work with the proper amount of personal at-

tention. Both of the girls were graduated from Averett College, one of them without any loss of time except one summer session to make up the credits lost during that first semester at the university. The one girl who had finished in the allotted time re-entered the state university as a junior at the time that she would have become a junior had she never changed colleges. During the first semester of her junior year at the university, she received no grade below "C." The young woman finished her university course last spring with a creditable record. It is at this point that the private junior college has one of its best opportunities. This personal element can be made as profitable to the well-prepared and strong student as it can to the poorly prepared and weak student.

The opportunity for developing leadership in students in a private junior college is likewise a paramount one. Perhaps this should be put first in importance, else why be in the business of education at all? The late John D. Rockefeller is said to have answered the question, "How much money is enough?" by replying, "Just a little bit more." His answer could apply in the realm of leadership. In any college with an enrollment of reasonable proportions, the number of organizations will be practically the same, unless there is a deliberate and unnatural attempt made to supply artificially opportunities for leadership. I need not elaborate this point. It is obvious that a student with average ability and the help of an efficient personnel worker can have better opportunity to develop leadership in a student body that is restricted than she can have in a large student

body. All of us could cite instances in our own institutions.

Private junior colleges likewise obviously can look forward to a greater degree of freedom in their programs, academically and otherwise. I am sure that I do not have to defend or labor this point in such a gathering as this. "'Tis a consummation devoutly to be wished!"

I cannot emphasize too strongly that if we have any opportunities at all, they lie in no small measure on our placing ourselves in a strategic position by selecting our students with the same care that we select teachers and staff members. Public-supported institutions are predicated on the right of every citizen to send his child to the tax-supported institutions. Private junior colleges are under no such handicap. Unless we deliberately penalize ourselves temporarily, when necessity demands, by refusing to accept into our student bodies inferior students for the sake of increased enrollment, we have no justification for the prestige that will keep us alive.

No one would attempt to defend the thesis that private junior colleges are not an additional financial burden on the public. Those who patronize the private institutions do so only because they desire superior opportunities—superior opportunities both from the standpoint of instruction and of social development.

Let us be more specific. We have been discussing the opportunities of private junior colleges in general. This term "private junior college" has been used to designate the institutions not publicly controlled. There are in the group, however, two major types. One type is the



private junior college in the strictest sense; sometimes owned outright by one or two individuals, in some instances by a company. The other type is the so-called church or denominational college. I believe that these two major types will be forced more and more into a recognition of the fact that they have in common the problem of satisfying a clientele that is seeking more than just classroom instruction. I am equally convinced that the strictly private junior college will have to differ from the denominational college in its approach to the problem. Both types will be forced to incur heavy overhead expenses for social activities, personnel directors, various types of staff members, and for activities not incurred by tax-supported institutions.

The difference in approach will probably be this: The strictly private college will doubtless find its opportunity in appealing to students who wish to be considered socially exclusive. Just as there are always people who are willing for social reasons to pay \$25 a day for hotel accommodations, when they could obtain the same necessities and comforts for \$5, so will there always be people who for the same reason are seeking colleges whose annual charges range well above \$1,000. We ought to recognize this fact very frankly, even though we know that there are just as good classroom teachers in less expensive colleges.

The church-supported or denominational college will have to make up its mind as to how much of the so-called "frills" it will include in its program. It ought to include as comprehensive a social program as its resources will permit. It is con-

ceivable that it may conduct a program just as expensive as that of the exclusive high-priced institution. It will have to recognize, however, that it cannot hope to exist long in the future without sufficient endowment to enable it to conduct this program and at the same time serve the purpose of the church school. The minimum amount of endowment should at least equal the real value of the physical plant and equipment.

I have deliberately refrained from suggesting a type of curriculum, for I am convinced that with respect to vocational and semiprofessional studies in a junior college the curriculum should be adjusted to the needs of the particular institution in its own community. For instance, a junior college located in a metropolitan area on the Pacific Coast would probably develop a curriculum of this sort totally unfitted to meet the needs of a small-town junior college on the Eastern seaboard.

One distinguishing characteristic of the private junior college is, I believe, worthy of consideration. Even though we cannot overlook the importance of vocational, pre-vocational and semiprofessional courses, we will find considerably more opportunity in the strictly liberal arts field than the public junior college can expect. The public junior college will naturally recruit its enrollments from a restricted geographical area immediately surrounding the college. The private junior college on the other hand, in the light of what I have said before, will find itself becoming more and more the abode of a cosmopolitan group of students interested in a general and liberal education.

Dr. Eells, in the last issue of the *Journal*, gives an enlightening chart in this connection. This chart deals with twenty-two private junior colleges for women located in every section of the United States. Only 47 per cent of the total enrollment is recruited from the states native to these twenty-two colleges. In the very nature of the case, students who travel great distances to enroll in colleges are less likely to be interested in vocational courses than those who attend their local institutions. They are interested primarily in a liberal education with a view to ending their formal education with the junior college or in preparing themselves to enter the junior year of a four-year college or the university.

The latter group will, I believe, increase in number. Even if it should not, we will meet our opportunities only as we secure mem-

bership in the accrediting agencies and reduce to a minimum loss of credits by those who transfer from our college to four-year institutions.

There are various other opportunities—so numerous that time here does not admit them to discussion. For instance, I have not even referred to that ever increasingly important matter of adult education; nor to the sponsoring of forums, lectures, concerts, art exhibits, and the like. Suffice it to say that we should see to it that our colleges become centers of intellectual and cultural activities in the communities in which they may be located.

All of this is going to cost heavily. It should cost! Superior commodities always cost. And remember that my thesis is that our opportunities consist in offering a superior commodity in the field of the junior college.

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# The Code of Ethics

RICHARD G. COX\*

In order that we may remind ourselves of the essential points of our Statement of Principles or Code of Ethics adopted in 1935, may I quote this Statement in full:

## PUBLICATIONS AND ADVERTISING

All printed matter distributed by the college, and all advertising sanctioned by the college, shall be accurate and truthful, and shall make no reference to or comparison with points of strength or weakness of any other junior college, or with other junior colleges in general in the same competitive field.

## SOLICITATION

If a college employs a traveling representative or solicitor, such a representative shall confine his discussions with prospective patrons to facts relative to his own institution. He shall refrain from making or insinuating uncomplimentary or unfair comparisons, or derogatory remarks of any kind, relative to any other college.

Such a representative shall not solicit the patronage of a student who is known to have made formal application previously for enrollment in another school.

## CHARGES AND SCHOLARSHIPS

Charges for all purposes shall be set forth clearly in the college catalogue, and shall be adhered to impartially and invariably except as in (a), (b), and (c), which follow:

a) Honor or merit scholarships may be awarded subject to the following

conditions: Such scholarships shall be of a competitive character, and based upon such qualifications as excellence in scholarship, general capability, superior leadership, and character.

b) Service scholarships may be awarded only on the basis of the applicant's need and ability, and to provide service actually needed by the college, and actually to be rendered by the student. The rate allowed per hour shall not exceed the prevailing local rate of pay for such part-time employment.

c) Special reductions or loans may be allowed, for example, to sons or daughters of clergymen or educators, of officers of the Army and Navy, or to brothers or sisters enrolled the same year, or to very deserving young men or women who could not continue their education without such assistance.

Scholarships, loans, and special reductions shall not be allowed as a subterfuge for reducing regular charges, or to meet the competition of another college.

The bases on which scholarships, loans, and special reduction are to be awarded shall be published in the college catalogue. Before any scholarships, loans, or special reductions are allowed, definite information must be supplied in writing by the applicant, for the guidance of the administrative officer or of a scholarship committee, to whom all such applications must be referred. It shall not be within the province of any representative of the college to promise such an award.

All items of this statement of principles, as applied to publications, advertising, solicitation, charges, scholarships, loans, and special reductions,

\* President, Gulf Park College, Gulfport, Mississippi.

shall be observed in letter and spirit by the officers of the college. The importance of their observance shall be impressed frequently upon traveling representatives, and others who deal directly or indirectly with prospective students or patrons.

Replies to twenty inquiries directed to the executives of private junior colleges in all sections of the United States lead to the conclusion that the discussion and the adoption of this Statement of Principles have had some beneficial results. The majority of these executives expressed the opinion that more than half of all reports of transgressions result from misunderstanding and even misquotation. Cases are on record, however, showing some inaccuracies and exaggerations in catalogues and other printed literature, also in advertising. Complaint is made against traveling representatives of certain junior colleges that they are not absolutely truthful in their claims; that they criticize directly or insinuate criticism of other junior colleges; that they sometimes solicit patronage of students who have enrolled in another college; that they fail to adhere to published rates.

The strongest criticism is directed against high-pressure salesmen in a few institutions, employed in large numbers and at salaries far above the average paid members of the faculty—not educators in any sense, and incapable of offering intelligent and impartial counsel to a prospective student who needs guidance. It is said that some representatives are paid largely on a commission basis and so are tempted to commercialize their jobs; that they are given authority sometimes to lower the rates and to

offer fake scholarships to meet competition. Complaint was made that some junior colleges indulge in irresponsible, flamboyant publicity, sponsored by highly paid publicity agents, presumably free but usually at greater cost than responsible, dignified paid advertising.

It is agreed unanimously that a junior college representative should be a counselor as well as a solicitor; that he should not criticize or belittle any institution; that he should not have the authority to modify rates even on the basis of honor or service scholarships; that his compensation should be largely, if not entirely, on a salary and not a commission basis.

It is suggested that the comparatively few irregularities of this character can be eliminated most satisfactorily by group conferences, attended by executives and representatives of junior colleges of similar type in different sections of the United States. It is believed that those who will respond to such an invitation will find themselves in substantial agreement, that both executives and representatives will then use greater care to avoid any transgressions of the code.

We recommend that any prospective patron who writes to a college executive asking for "best terms," in competition with the cut rates of another institution, should be told courteously but unequivocally that such practice is in violation of our Statement of Principles, and that any junior college that offers reduced rates except on a basis of legitimate scholarship, set forth clearly in the college catalogue, is unethical and unprepared to give his son or daughter proper character training.

Finally, we should be reminded that these problems confront preparatory schools, four-year colleges, and universities of many types. The Association of American Colleges made a similar study in 1935 which showed practically the same irregularities and suggested similar remedies. A recent article in a magazine of national circulation is entitled, "Selling Scholarship Short." The subtitle reads, "Competition among colleges is so great today that prospective students are being bribed, bought, and even kidnapped in order to build enrollments." May I give two short quotations from this article:

So keen is the competition for students nowadays that some American colleges have a far better sales force than teaching staff. Advertising experts, men with a vast genius for snaring the customer but with little real feeling for education . . . .

May I quote also from a recent re-

port by Dr. Walter A. Jessup, president of the Carnegie Foundation for the Advancement of Teaching:

Cut rates, rebates, extravagant claims, and unfairness in competition have brought to business its own punishment. Just as surely "cutting corners" will ruin a college.

Dr. Jessup in this article refers to fierce rivalry for tuition-paying students, high-pressure enrollment methods, and the offering of "inducements" to athletes.

It is apparent that the junior college has had no more than its share of difficulties of this sort. I am convinced, moreover, that real progress has been made since the adoption of this Statement of Principles by the private junior colleges of the American Association of Junior Colleges, and that there is a disposition on the part of nearly all educators in this field to avoid practices that might subject their institutions and possibly all colleges to criticism.



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## Have We Proper Educational Objectives?

WILLIAM MATHER LEWIS\*

I am to speak as briefly as I may on this subject of Educational Objectives. We mustn't assume that there are no other elements than formal education which must be considered in building the successful person.

Perhaps you saw in the papers last week the story of a man in Hartford, Connecticut, who won a Pontiac car in a raffle? He had number forty-two, for which he paid forty-two cents. The next day a friend said to him, "Was that just luck? Did you just pick that out casually?" He said, "No, not at all. One night I dreamed about the number seven all night, and the next night I dreamed about the number seven all night, and I multiplied them together and that was forty-two." [Laughter] "Well," his friend said, "it isn't forty-two. Seven times seven is forty-nine." And the winner said, "Well, you have the education, but I have the Pontiac." [Laughter]

So there are other elements besides formal education that enter into success.

Another incident: the Associated Press told us some three weeks ago of a little shoemaker out in an Indiana town who at the age of forty-two suddenly retired with one hundred thousand dollars. The newspaper boys, seeing a human interest story, went and asked him how he

was able to do this. He said, "I am glad to tell you. In all my life's experience I have tried to give people, in making their shoes, one dollar's worth of shoe for every dollar they gave me. I have tried to be honest and fair and friendly with my customers. That is how I account for the fact that I am retiring with one hundred thousand dollars—that, and the fact that my aunt died and left me ninety-nine thousand dollars in her will."

[Laughter]

The formal process of education is what interests us, and I think I have a right to ask this question tonight as to whether or not we have the right objectives, for we find ourselves in a critical position today.

I am getting rather tired of talking about this being a critical time, because of course every time in the world's history has been a critical time. Civilization is always on trial, and the fact that one era is more successful than another is due to the fact that in that particular era there are men and women with the character and with the mental power to conquer the situation. Civilization does not rise on an equally progressive plane. You remember in *Green Light* the statement that was made that civilization goes forward as along a plateau for a long time, there is little to retard or to accelerate the great procession, and then suddenly the road climbs upward, and only those who have the courage and the stamina and the

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strength reach the heights and look above the timberline at what life means. It isn't the struggle at any time that makes for a great epoch or for an epoch that is a failure, but it is the training of the men and women who come into the control of things at that particular time. And I believe, my friends, that the reason we are faced today with all these great economic and social and political problems is because of the fact that our machine age, our scientific age, our industrial age, has become so complicated that with our present educational processes we have not been able to keep pace with the continually increasing complexity of life. It was a relatively simple thing to be President of the United States, for instance, when there were six or seven million people in the United States. It is almost impossible to conceive of any one man in the White House in Washington today being able to comprehend the problems of this country. There are those who go so far as to say today that perhaps we ought to have three United States, the United States of the West, the United States of the Middle West, and the United States of the East, and it isn't so foolish if you think of it as it appears to be on the surface. Certain it is that men who are in charge of great industrial concerns with billions of dollars of capital find it very difficult in any way to comprehend the implications of the situation they are in. And I think that that accounts for the confusion of this period more than anything else, and because I believe that I am also optimistic that we will come out of it some day if we have the right educational objectives.

Abraham Lincoln, the anniversary of whose birth we celebrated two or three weeks ago, said as a youth, "I will study and prepare myself and some day my chance will come." It seems to me that too much our youth and our teachers have reversed that saying in these last twenty-five or thirty years, and now youth is saying to us, "Show me the job that I am sure I can get at the end of my course in college and I will prepare for that particular job." And so it comes about that we have multiplied the courses in the university. We have courses in hog-calling and in beauty culture and every type of specific activity, and at the same time we are noticing that the demand of those for whom we furnish recruits is for an entirely different thing.

I can speak with a good deal of feeling about the matter because at Lafayette College for the last two years we have placed 96 or 97 per cent of our seniors before their graduation. So I think we know a little bit about what industry in business is demanding of us. And at the same time our students have demanded a course in journalism, as probably in some of the institutions with which you have been connected there is a cry for a school of journalism. I went to the leading editors of this country, one of them my own old college president, John Finley, and I asked these men whether or not they wanted us to give them men trained in journalism, from a journalistic department, and they replied, "What we wish you to give us is young men who have control of trenchant and thoroughbred English, who know something about economics, his-

tory, and sociology." They said, "There is a constant procession through our offices of young fellows without this training who in two or three weeks prove that they cannot write their thoughts with anything like clarity or correctness. To remedy that lack is what we need from you."

The American Medical Association is now saying to us in the liberal arts colleges that they do not want us to stress the old premedical courses, but that they wish us to give a solid cultural background. Of course you and I know that in these recent years we have lost something through the new attitude of the specialist in medicine; something of the grace and the power of the old family physician has gone out in these recent years, and the understanding of human beings is missing in the work of too many of our modern specialists.

The American Bar Association is saying the same thing to us about the background that we need. We have an engineering school at Lafayette and the engineers are saying to us: "The day of much specialized shop work is past. The development of larger and more complicated machine shops in engineering schools is past. What we are looking to you to do for us is to train men in the pure sciences, to give us men who are able in the field of physics, in chemistry, who are well-founded in mathematics." And so I might go on.

I sat at a table the other day with some twenty men of my own time in college. Fifteen of us were doing something different from that which we thought we were going to do when we were sopho-

mores in college. At our anniversary at Lafayette College we brought in a great many paintings of General Lafayette, one by Samuel F. B. Morse, one of the finest paintings ever made of Lafayette. We think of Morse as the man who invented the telegraph. We think of Fulton, who put the steamboat on the river, as an engineer. That wasn't his training. Up here in Pennsylvania he was an outstanding landscape artist. Fate, somehow, has the habit of taking men and women by the shoulders and turning them right-about, and if they have been trained in the tricks of a particular trade when that rightabout-face comes, they are confused, they are useless in many ways. And another thing is that if they have had that training (and this I think is the greatest reason for our confusion, at the present time), if they have had that too specific training, then when a new problem arises they cannot face it because they have been taught to do the old tricks of the trade in the old way. They haven't been given that mental clarity, that intellectual competence, which makes men and women at their best attack new problems, the new, complicated problems of civilization, with power and with intelligence.

Now I am not making a case, or attempting to make a case for the old classical education, I am just stating the facts as we have seen them in one particular college in the last few years.

I have noticed that you had a discussion of history, and how much history means to the youth of America and how few have been given their history correctly. I don't believe in the average survey course

because I think that in many scientific branches it is just a smattering and a surface approach which doesn't mean anything, but I do insist that if we are going to have generations of young people coming up who understand politics, who face problems intelligently, who face life intelligently, then the history that is taught in college should be a survey course.

I see our boys taking American History up to the Civil War, or the History of the Eighteenth Century, or what not—a little sector of the progress of man—and they have no idea of that great flow of life that came out of the murk of prehistoric times and is carried on with its waves up and down as this great army of civilization has progressed and gone along the tableland, and on up over the hills. And so they have a distorted idea, and they talk about many political experiments which back there have been tried and proved useless; they talk about many social things which have been discarded as the procession has moved on. I believe that until we teach youth, no matter how short a period we have until we can teach them, the whole progress of mankind up to the present time, we are not teaching history as it should be taught.

I believe that we can take a few of those basic subjects and better prepare men and women to attack the problems of tomorrow than we have been doing with this complicated system which we have been trying out in these last few years. Of course, after all, what we need is intellectual competence. As I have said before, education is the translation of knowledge into wisdom.

We all talk a great deal about

teaching our students how to study. That is a cant phrase in effect, in the junior college as it is in the senior colleges. We say, "This boy never learned how to study." Sometimes I would like to ask, "How do you teach him how to study?"

We know very little about this dark continent of the human brain today. My friend, William Morton Wheeler, who died last year—a great entomologist of Harvard University—said to me one day, in answer to an inquiry, that the human mind had not improved as a precise instrument in twenty-five hundred years. "True," he said, "we know more things than those people in Ancient Greece, but where are the thinkers, where are the philosophers, where are the poets and the sculptors who can make the glory that was Greece?"

Some philosopher has told us that the human brain today is only 10 per cent efficient. Our steam engines have developed an 80 per cent thermal efficiency up to this time. But we don't know much about the mind. But we are beginning. Dr. Crile, with his experiments on the emanation of light from the brains of animals; the American Medical Association, when it put a subject on the stage and from an electrode under the skin of his ear and under the skin of his scalp ran wires to an amplifier, and then to an oscillograph, the pen of the instrument making angular lines when they had him do a mathematical problem and circular lines when he repeated a poem that he knew as a child—these are among the pioneers.

I had the privilege last week of being one of those who spoke at

the dedication of a new short-wave system of radio to South America. I talked to the engineer in charge about the frequency of waves in the short-wave circuit. He told me many things as simply as he could about the frequency of those waves, and about the greater frequency of the X-ray, of the Alpha, Beta, and Gamma rays, and of the cosmic ray, but he said beyond that there are rays which we cannot measure, so great is their frequency. He said, "The more I study this question, the more I think those are rays which are coming out of the human brain, and if we can ever control them we are going to have a new approach to the whole matter of mental competency and of education."

I am saying this to you, not in a nebulous way as one who believes in clairvoyance, spiritualism, or any of those things, but simply to

suggest that we are still children as regards the mind, as regards the function and the power and the ability of the brain; that until we do find those things out which quiet men are studying in their laboratories tonight, I maintain that your great objective and mine is to send out youth from our secondary schools and junior colleges and colleges so grounded in the essential things, so trained in the abiding disciplines, that tomorrow they will be able to face the great economic and social and political questions as we are not able to face them today.

What I have said is entirely inconclusive, as all these things must be, but I believe that you and I taking a new approach and giving a new consideration to the objectives of education can bring about finer conditions in the next generation or two than we have seen.



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## Junior Colleges and Professional Preparation

JOHN H. MINNICK\*

It is recognized that junior colleges have been organized for various and worthy purposes. One of these is to prepare young people for semiprofessional fields. This paper will not endeavor to discuss the problems of such preparation; it will be limited to the question of the relation of the junior colleges to the professions.

The member of a profession who is not more than a professional man is unworthy of his calling. He must be a worthy member of society; his profession is merely one of the factors which make him such. He must have a general interest in the whole social structure and he must see his profession as the specific means by which he may render service to mankind.

Unfortunately, this concept of the function of a profession frequently does not exist. There are those who selfishly consider their professions as means by which society may be made to serve them. Not long since the physicians of a certain city opposed the plan of the school board to establish a health service because it would reduce their personal incomes. The prosecutor in a recent murder trial said (if we may believe newspaper reports) that he did not use a certain witness because her testimony would be favorable to the defendant. His reputation as a prosecutor was apparently

at stake. When the speaker once said, "The chief purpose of the school is service to the child," a superintendent of a large school system replied, "Don't be so naïve. We all know that schools exist to give teachers and administrators positions." These may be extreme cases but it is well known that selfishness too often is the motive power for many professional men.

If a professional man is to be of real service to society he must have not only the right professional attitude but also an adequate knowledge of the social structure and the background of the natural sciences upon which the social structure is dependent. I say the background of natural sciences upon which the social structure is dependent because any clear thinking will reveal the fact that mastery of the material world by science has been one of the strong factors in shaping our present social conditions. Here then are two important ways in which the junior college may be of service to the professions.

Undoubtedly as junior colleges develop, many young men and women will make part or all of their preprofessional preparation in these institutions. The first service then is to develop a proper social attitude which will compel the individual to want to be a useful member of society and to see that his profession should be the most important means to this end. If properly organized and manned by a competent fac-

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ulty, the junior college has a peculiar advantage in this respect. Two conditions are particularly favorable. The student body will probably be large enough to furnish a sufficient social situation but at the same time small enough to permit a close relationship with the faculty. Second, the students of the junior college are at a formative period of their lives when their attitudes may best be molded.

The second contribution which the junior college may render the professions is to develop a good background in the academic fields, especially in the social and natural sciences. Their ability to perform this function will, of course, depend upon the quality of their equipment and faculty.

A third function in relation to the professions which the junior colleges can perform is one of guidance. It is well known that many young people find they have made mistakes in their choice of fields of service. Sometimes this error is discovered during the college career and corrections can be made with a minimum loss of time, but, nevertheless, with a loss. Often the error is not discovered until the original period of preparation is past. The correction is then expensive, if it is ever made. Too often it is never made and the individual is a misfit throughout life. Unfortunately, the professional schools are concerned far more about eliminating such individuals than redirecting them. They are stamped as failures and excluded from such institutions. There is, perhaps, nothing more demoralizing than for a young person to feel he is a failure. It is true that one of the most important functions of a profes-

sional school is to prepare for the profession concerned, only those who give reasonable promise of success. The problem of selection devolves primarily upon the institution giving the preprofessional preparation. Here then is the opportunity for those junior colleges accepting young people who are prospective students for professional schools.

It seems that there are three fundamental causes underlying the mistakes made by young people in their choice of professions. First, they do not always have a clear picture of their abilities relative to the requirements of the chosen field. Second, they do not have full information relative to activities, conditions, and outlet of the field. Third, there are those who make their choice with inadequate contact with the various professions. Later they develop a new and greater interest. Needless to say it is impossible to eliminate all such errors. However, every institution giving preprofessional work should be held responsible for a guidance program which attempts to reduce them to a minimum.

A fourth opportunity of the junior college, which we shall take for granted by merely mentioning, is to provide a curriculum giving the foundation necessary for the next step in the student's professional preparation. In the case of some professions which require but one or two years of professional work this means complete preparation for entrance to a professional school. In other cases it means a preliminary preparation which is sufficient for transfer to a senior college where the complete preparation will be possible.

Thus far we have attempted to point out some of the services which the junior college may render the professions. We now turn our attention to some of the conditions which must be met if these services are to be effective.

It is well known that there is a wide variety of junior colleges. Some are supported by public money and some by private means. Equipment and faculty vary, both in quality and extent. Standards of accomplishment range from little more than those of a high school to those of colleges. In like manner there is a wide range of purposes. Some junior colleges are merely finishing schools; others are semiprofessional in their purpose; and some aim to give two years of liberal arts preparation.

It is with this last group that we are concerned. It is from their graduates that we shall expect candidates for admission to the professional and preprofessional schools. If these junior colleges are to be helpful to the professions they must offer their students scholastic opportunities at least equal to those of the freshman and sophomore years of the standard liberal arts colleges. There must be adequate libraries, laboratories, and other equipment. The faculty must be carefully selected on the basis of scholarship and teaching ability. It may be argued that the underclassmen of the four-year liberal arts colleges are often taught by young instructors beginning their careers in the field of college teaching. This is doubtless too often true; but at any rate they, theoretically, have the guidance of their experienced superiors who help maintain standards in the lower

classes. The faculty of the junior college should consist of men and women superior to those frequently teaching in the first two years of the four-year liberal arts college, for they must set and maintain their own standards.

The junior college of the type under consideration should serve both as a selecting and a guiding agency. It should carefully select only those students who give reasonable promise of success in the professions. It should then help those selected to find the professions in which they will best succeed. To do this there must be an effective guidance program. This calls for personnel officers, testing programs, and an adequate record system. It also involves a satisfactory activity program set up for its educational values, rather than mere amusement. Such a program will also include a broad curricular offering which will enable the student to discover his aptitudes.

The curriculum not only will be constructed to meet the exploratory needs of the students but will be flexible enough to meet their preprofessional needs. To this end the faculty should keep in constant touch with the professions and professional schools to determine the changing professional needs which should serve as a basis of curricular reconstruction.

Finally, if the junior colleges are to be fair to those young men and women who seek to enter the professions, those institutions equipped to give preprofessional work on a high standard should be clearly designated and publicized so that young people may make a wise choice of institutions. The report of the United States Office of Educa-

tion lists approximately 450 junior colleges. Of these, only 25 per cent are on the approved list of a regional accrediting agency. We shall not question the possibility that the other 75 per cent are serving most worthy purposes. However, they should not pose as capable of giving preprofessional work, as some of them have been guilty of doing. Not long since, a representative of a junior college presented a copy of its bulletin as evidence that it was fully accredited. The name of the institution was printed in large letters at the top of the front cover. Just below in the same type appeared the phrase, "Member of the American Association of Junior Colleges," and at the bottom of the page also in the same type were the words, "Accredited by the Southern Association of

Colleges and Secondary Schools." Only the experienced eye of a director of admissions noticed in fine print in the middle of the page the words, "Preparatory Department." The college was not approved although the preparatory department was. Tradition, in favor of academic preparation, is so powerful that there is a strong tendency for those colleges established for other equally important purposes to develop academic aspirations and to lay claim to possibilities which they do not have. It would be well, while the junior college movement is young, if standards could be set and distinctions definitely drawn between those institutions prepared to give preprofessional work and those equipped to meet some other equally important objectives.

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## A Unique Teaching Problem?

WILLIAM C. BAGLEY\*

The junior college movement has been one of the outstanding developments of the past two decades in American education. It is pertinent to raise the questions, what are the unique functions that the junior college should aim to discharge? and what type of teacher will best serve to realize this aim? My own answers to these questions must, of necessity, be in the nature of a personal judgment, based not upon active participation in the movement, nor even upon prolonged study of its development, but rather upon my conception of its nature and its prospects from the point of view of a rather long-time student of educational problems.

As I see it, the junior college has been an almost inevitable upward expansion of the American secondary school which has been itself an upward expansion of the earlier common school, or as we now call it, the elementary school. The movement has been uniquely American. It has reflected a faith in the extended education not merely of a few selected individuals in each generation, but of as large a proportion of each generation as possible. With increasing fidelity to this ideal, the American secondary school during the past generation has rapidly approached the status of a universal school in the sense in which the elementary school is

now a universal school in all civilized countries. The junior college, as I see it, is further exemplification of the same fundamental ideal.

This does not mean that all junior colleges today should be schools for the masses. Some of them are selective in the sense that they do not accept as students anyone who has merely completed the work of the high school. Some of these and others that are open without restriction to high-school graduates are frankly and quite legitimately substitutes for the first two years of the liberal arts college, in general still a selective institution.

For the purposes of the present discussion, however, I have particularly in mind (1) the junior college which is either an integral part of a public-school system and which serves primarily a local community, or (2) a state-supported institution the students of which are drawn from a relatively restricted area and the majority of whom live at home, or (3) a college in a state university which aims to provide suitable educational opportunities to high-school graduates who are not adapted whether by ability or by interest to the work of the other divisions of the university.

In these last-named institutions, we find exemplified in perhaps the simplest terms the fundamental function of the junior college movement. With the development of the public high school as a universal school and the vast expansion of its

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enrollment due in part to economic conditions, a large number of persons were graduated from high school for whom advanced work in the existing colleges was, for one reason or another, out of the question. At the same time the difficulties of securing gainful employment which were in evidence even before 1929 became increasingly intensified in the depression years that followed that date. Opportunities to continue their education were in demand and this demand was clearly sanctioned by the interests of social as well as individual welfare. In states in which admission to the state universities was open to all high-school graduates, it is not surprising that large numbers of such graduates, unsuited to the requirements of the existing colleges, should flock to these institutions. Their presence constituted a grave problem. Either the standards of the existing colleges would have to be relaxed or a new college would have to be organized.

The first state university to adopt the latter alternative had found that approximately half of the students entering from the high schools in the early years of the present decade represented this maladjusted group. How these were segregated and what curricular provisions were made for them need not concern us here. The important point is that this new division of the university demanded, above everything else, an adaptation of teaching procedures to what, without at all suggesting invidious distinctions, may be called the "mass" mind. If I have been reliably informed, this "experiment" has met with unexpected success.

To my mind adaptation of the materials of general education to the mass mind should be the central problem of the junior college movement if this movement is to have a unique and highly significant role in American education. Again may I insist that unselective, mass education is in no sense a substitute for the more highly specialized instruction and training of the gifted individuals of each generation? I gladly grant, too, that certain of the junior colleges may well limit their enrollments and their efforts to this group, and that most if not all of the junior colleges may not offer separate provisions for this group. In the threadbare but still useful phrase, it is a condition and not a theory that confronts us. In ever increasing numbers, and because of unprecedented but basic economic conditions, young persons of only moderate ability must be provided with opportunities for extending the period of education. The same economic conditions are making occupational opportunities increasingly unpredictable, hence a narrow type of strictly vocational training will not solve the problem. General education of such a kind as will increase the individual's adaptability to changing situations is the fundamental need. By attacking this problem resolutely the junior college cannot only aim at the solution of a pressing social problem, but also prevent, in established programs of study designed to serve the needs of the intellectually competent, a loosening of standards and a reduction in efficiency otherwise inevitable.

And when I say that the junior college involves a unique teaching problem it should be clearly under-

stood that I do not imply that this problem is to be solved merely by requiring that those who teach in junior colleges shall "take" courses in methods of teaching. The attempt to solve in this way the same problem as it affects high-school teaching has in many ways fallen far short of success. The solution lies far deeper than this. The preparation of teachers who are to instruct the mass mind must be rooted in an intimate mastery of the subjects that they plan to teach. This mastery must be broader and more comprehensive than that which the training of the usual subject-matter teacher involves. And continually in the mastery of these materials the prospective teacher should be brought face to face with problems of selecting from them those elements which it will be pos-

sible and profitable to use in mass education and they must be kept constantly in touch with the teaching procedures by which the values of these materials in mass education may be realized. It is tolerably clear today that the old dichotomy between subject matter and methods of teaching, like all dualisms, is perilous. Methods of teaching must grow out of the subject matter to be taught, viewed in the light of the purpose for which it is taught and the needs and capacities of the learner. Because these latter conditions take on a unique form in the junior college as I have defined it I contend that the junior college presents unique teaching problems which are determined at basis by its primary function as an institution of nonselective, general education.

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## Evaluation of Secondary Schools

WALTER CROSBY EELLS\*

[ABSTRACT]

The Co-operative Study of Secondary School Standards has devised seven distinct methods of measuring the quality of a secondary school and has applied these measures to 200 carefully chosen schools, both public and private, in all parts of the country. These methods are: (1) scores on "Evaluative Criteria" composed of 1,100 checklist items and 400 evaluations, as made by the schools themselves and revised by committees of experienced educators who later visited the schools; (2) general qualitative judgments of committees of visiting educators; (3) growth in the major curricular fields as measured by a series of standard tests given to 17,000 pupils at the beginning and end of a school year; (4) records of 13,000 graduates of the 200 schools who entered 1,300 institutions of higher education; (5) records of 7,000 former students of the same schools, both graduates and non-graduates, who did not continue their formal education beyond the secondary school; (6)

judgments of 17,000 pupils on guidance, pupil activity, and other phases of their school life; and (7) judgments of 7,000 parents of seniors concerning twelve different aspects of the secondary schools attended by their sons and daughters.

The judgments of the principals of the 200 schools, of the 75 visiting committee men, and of 12 members of the Executive Committee and professional staff of the Co-operative Study were used to determine what weights should be given to each of these factors in securing a final composite ranking of all the schools. Weights determined were as follows: (1) evaluative criteria, 40 per cent; committee judgment, 20 per cent; growth measured by tests, 20 per cent; college success, 6 per cent; non-college success, 4 per cent; judgments of pupils, 6 per cent; judgments of parents, 4 per cent.

Reports have been made to each school of its standing on each of these factors and on many of their components. This has been accomplished by means of a series of 150 thermometers showing the "educational temperatures" of the schools in the various factors measured. By means of these thermometer scales a school can see exactly where it stands with reference to other schools of its size, type, or location, and it is expected that it will be stimulated to improve its "educational temperature" in many of

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these features, particularly those in which its standing is unusually low.

The weighted total is also being used as a criterion by which to judge the validity of each of the factors entering into the evaluative criteria which are later to be used as a basis for recommendations to secondary schools throughout the country. It is expected that the resulting methods will be more valid, more flexible, and more stimulating to improvement than most of the standards for accreditation which are now in use.

While the criteria were devised primarily for high schools, a half

dozen of the 200 experimental schools had junior colleges connected with them. In one or two of these, the administrators applied the "evaluative criteria" to their junior colleges also. With only a few minor exceptions they found the criteria were just as applicable to their junior colleges as to the school of lower level. The criteria cover, in considerable detail, the following fields: philosophy and objectives, pupil population, curriculum and courses of study, pupil activity program, library service, guidance service, instruction, outcomes, staff, plant, and administration.

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## The Junior College and the Community

A. J. CLOUD\*

Beyond all outer charting

We sailed where none have sailed;  
We've seen the land light burning  
On islands none have hailed.

These lines by Kipling might have been written of the junior college spirit as exemplified in its history. In the two decades, or three, since the movement got under way, its pilots and seamen have "sailed where none have sailed" in charting their course to reach "islands" of educational value that "none have hailed." A friend aboard a motorship was coming back across the Pacific from the Orient by way of the Great Circle to the north. For nearly a fortnight the ship ran through a bank of dense fog. A passenger who had traveled much at sea accosted the first officer thus: "You have lost your way. You haven't been able to get a look at the sun or moon." "Oh, no," replied the mate. "The sun came out for two minutes at noon today. We took observations, and know just where we are."

The extraordinary, even amazing, times in which we live, the exceptional opportunities for public service enjoyed by those engaged in education at the junior college level make it not only wise but imperative for them to do as the pilot does—note their bearings at suitable intervals, and thus re-evaluate the field, purpose, and philosophy of this vigorous emerging institution.

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In speaking of the public junior college and the community, one naturally takes for a starting point the simple but fundamental statement that the public junior college is a community institution. The term "community" is used in its accepted sense to mean a group of people whether large or small associated for the promotion and control of their own interrelations and interactivities.

As public education is tax-supported, its character and effectiveness are determined very largely by popular understanding of its aims and outcomes. The people's ability to understand and to appreciate depends upon their cultural background, their educational history, their religious beliefs, and their business and family contacts. Wherever a school organization is able to represent the facts of youth, in clear and unmistakable ways, the citizens support that system, for, out of the give and take of public discussion cometh understanding, a sound basis for the formation of intelligent public opinion.

As a part of this social order, responsive to the will of the people, the junior college today finds itself operating in a rapidly changing world (as we have often been told) of much emotional instability and intellectual confusion. Yet, amid the noise and turmoil of the present earthly scene, amid the friction and the conflict, certain basic principles remain fixed and constant like the



Polar Star. One of these principles embedded in the structure of group living is government, whatever be the form it may assume.

The first important task, then, of the junior college in its relation to the community is that of bringing to students a keener sense of awareness of their dependence upon governmental agencies for protection to life, limb, and property, and, likewise, a fuller sense of their individual and collective responsibilities for the promotion of security within the social unit. An education that does not develop within the individual a sense of obligation to the group may be likened to a barren tree, especially in a democratic body politic. As junior college people, then, educating youth for virile citizenship just as they arrive at voting age, we have the richest opportunity of all school men and women to cultivate in the minds and hearts of these young Americans a wide, alert social outlook, and a willingness to bear their share of the burden by taking an active part in community affairs.

Throughout the ages, in man's unceasing quest for security through social control, he has felt the strong impulse, as well, of a further and equally urgent interest, that of maintaining individual freedom of action within boundaries set by the common welfare. Racial experience has shown that too narrow a margin of personal freedom leads to tyranny, while too full a measure of "rugged individualism" produces anarchy. History reveals on its illuminated page countless instances of happening and circumstance in the racial effort to reconcile these two contrasting forces. It renders for us the verdict that a steady

balance must be held between them, or disaster ensues and social stability and progress disappear.

Not until the student comes to a complete realization not only of the difficulty, but also of the imperious necessity, of reconciling his innate desire for freedom with his role in upholding social control can it be said of him that he is prepared to render service as a duly qualified citizen of state or nation. The story is told that a famous architect learned from his physician that he had no more than a year in which to live. He replied, "Then, I'll just have time to finish the job I'm doing now." He did complete the work before the prophecy was fulfilled. The architectural plan he created is being followed in a great American city—a plan which will make it one of the most attractive cities on earth.

Accent upon development of the type of citizen who will place civic contribution ahead of individual advantage becomes, therefore, the first item on the program of the public junior college in its relations to the community. As President Sproul of the University of California has recently said of a university, so is it equally true of the junior college: "[the university] is an educational institution where, above all things, the intent is to acquaint [the student] with values that will produce [in him] some sense of [his] responsibility for the public good."

The junior college has another obligation: that of assisting youth to solve the riddle of present-day conditions as they pertain to the economic life of the community. To fulfill this assignment has become increasingly perplexing in an era in which have come about revolution-

ary transformations almost overnight, especially in the great areas of production, transportation, and communication. New inventions and new machinery, mass production in industry, vast corporate undertakings on a scale heretofore unimagined in any economic setup, have put technology in the saddle. In order that the individual may continue to function productively within the newer economic system, he must be able to adjust readily to a constantly changing pattern.

A third major task of the junior college in its relation to the community is the promotion of an effective avocational program. A young baseball player from San Francisco has made a name for himself with the New York Yankees. He is Joe di Maggio. His father is an Italian immigrant, a fisherman by trade, who had had a life of hardest toil until Joe and two other sons began to bring in large returns from the realm of sport. Being questioned how it felt to be relieved from want in his declining years, the old man gave voice in broken English to this choice bit of philosophy: "Americans are a strange people. They pay more for play than they do for work." Shorter working hours mean more time for leisure, more time for play. No institution is in a more favorable position than the junior college to interest young people in leisure-time activities which will last throughout life.

Take now concrete samplings of courses being given in California junior colleges with distinctive reference to community needs in the several areas of civic, vocational, and avocational life. Beside and beyond the generally accepted social-civic curriculum, several junior col-

leges are making provision for specialized training of young people for civil service occupations at intermediate levels in federal, state, and municipal employment. In addition, at Los Angeles Junior College and at San Francisco Junior College, courses have been instituted for the civic education of students who are participating, or who are ambitious to participate, as officers in student-body government. At Sacramento Junior College, located in the capital city of the state, there has recently been launched a public relations campaign through the local newspapers and over the air. Radio talks are being given twice a week centering about these two themes: (a) Opportunities for Youth, and (b) Your Community College. Students of that institution sent out on geological expeditions have traced the history of man in California to remoter origins than were known heretofore; and have collected, classified, and exhibited in the college museum materials which give all who view them a more comprehensive knowledge of the state of primitive man in California than could ever have been achieved before.

California junior colleges have made much headway in introducing courses of training for placement in the vocations. A few examples must suffice. In the far northwestern corner of the state is a small junior college situated at Susanville. In this vicinity the United States government has established the largest reforestation project in the world. Lumber and forestry are the predominating economic interests of the community. The college has centered its attention upon development of a curriculum in forestry, using the lum-

ber industry as a laboratory for the purpose.

In the Mother Lode district of the state, at Auburn, the focal point of two thousand mines, the junior college has introduced a practical course in mining and has enlisted the active support of the entire community.

At San Luis Obispo, in the central coast section where agriculture and stock raising are important, a state institution of junior college rank has specialized in instruction in farming techniques. The annual "fairs," organized and conducted by the students themselves, furnish convincing demonstrations to the public of the value of this program in training young men to become scientific agriculturists.

Similarly, at Chaffey Junior College, in southern California, where horticulture reigns supreme, the curriculum gives prominence to agricultural and horticultural training. Experimental projects carried on by students at this college over a period of several years have led to large savings among the producers of orange and other citrus fruit crops.

Near by, at San Bernardino Junior College, President Nicholas Ricciardi has taken the leadership in organizing courses to function under new federal legislation, the George-Deen Act. These courses are designed to train junior college youth for entrance into the distributive occupations. Junior college executives should watch closely this initial project at San Bernardino because it opens the door to contacts with a section of the business world heretofore lying somewhat near the outer edge of the junior college circle.

Los Angeles Junior College, as is well known, has been a pioneer in mapping out courses in response to community vocational needs. Under the able guidance of its founder, Dr. Snyder, and of its present director, Mr. Ingalls, extensive offerings are provided which fit the enrollees for placement. Among these offerings, for instance, is a curriculum which prepares young women to serve as assistants in dental and medical offices.

The fact that southern California in recent years has come to the front as an industrial center for aeroplane production has led eight junior colleges in that region to install courses of training for mechanics and sub-professional workers in the aeronautics factories. San Diego Junior College, as an example, provides young men with technical instruction by conducting classes in one of the largest aeroplane-producing plants, under the immediate direction of specially qualified workmen of the plant, while the instruction in related subjects is given under the roof of the collegiate institution.

San Francisco is the mecca of the world when it comes to famous hotels and restaurants. The hotel and restaurant industry is one of its chief commercial interests. When the San Francisco Junior College was opened two and a half years ago, a local survey was undertaken to discover whether or not hotel and restaurant owners would see value in the development of a training course for young people headed toward employment in their industry. It was very clearly the opinion of this management group that wide opportunities existed in their service for young people prop-

erly and practically trained. Thereupon, the junior college authorities moved to set up an advisory committee chosen by the industry itself out of its own ranks. That committee included the leading representatives of the hotels and restaurants, the chairman being the manager of two of the largest hotels in the city. Labor was represented as well as management. This advisory committee actively assisted the college staff in organizing courses of instruction, and in selecting the personnel which would carry on the definite program of instruction. Placement being the direct objective, it was agreed by the hotel men that they would put into service in their organizations each year a total of 35 recommended graduates of the course.

Cafeterias of one senior high school and one junior high school in the city were put under the operating control of the students enrolled in these classes, as laboratories for practical training. Three thousand meals on the average are served each school day. All phases of preparing, serving, and accounting for these courses are performed by the members of the class. At the present time 65 young men and women are enrolled. They come at 8:00 o'clock in the morning and stay until 5:30 o'clock at night, five days a week and, in addition, come from 8:00 o'clock to 12:00 o'clock on Saturdays. It is an inspiring sight to watch them at work.

Less than two weeks ago there was held at San Francisco Junior College a luncheon meeting of the California Northern Hotel Association, which was attended by 102 representative hotel managers. The

luncheon was planned, prepared, and served in its entirety by the students. All instructors were seated at the time of service. The menu was planned and printed by students. During the time when the banquet was being held, the junior college class was also engaged in serving a regular luncheon menu to 3,000 high-school students. As an illustration of close community relationships and favorable reactions to such a program, the California Northern Hotel Association at this meeting voluntarily passed resolutions strongly commending the work being done and offering to place their facilities at the service of the College for the benefit of students nearing the end of the training program. Immediately thereafter the culinary and front-office labor unions entered into a working agreement with the College by which they will assist in providing this laboratory training in the hotels.

In the realm of avocational interests, junior colleges in California are putting emphasis on the confirmation of good health habits; on the gains in character to be had through intramural and intercollegiate sports and athletics conducted on a plane of good fellowship without undue stress on victory at any cost; and on the development of recreational skills for adult life, with a wide and varied program of activities, such as tennis, archery, bowling, rifle and pistol, badminton, handball, swimming, boating, dancing, music, literature, dramatics, the speech arts, the fine arts, and the crafts.

What now is to be said of the clay which is to be molded beneath the potter's hand? What can we say

of the human product which enrolls in ever-increasing numbers in the junior colleges of the land? Experts advise that these young men and women are: "bigger, heavier, stronger, healthier, and more colorful than any generation which has gone before." Public-health physicians on the staff at San Francisco Junior College state that in three years physical examinations of several thousand students have disclosed very few instances of either women or men suffering from acute disorders of any kind. The youth who issue from our high schools potentially are candidates rich in promise to enter into the sustaining and broadening experiences attendant upon the art of living in a democratic order of society. Yet, they are frustrated in their hopes and ambitions as they look at the current political, social, and economic drama. To them it is a tragic spectacle. Gropingly, seeking the "deus ex machina," they turn to the junior college for help. That appeal is indeed a challenge to us; first of all to understand their situation; and, second, to adapt and then to re-adapt our own ways to meet their interests. Education then cannot be

static unless the society in which it lives be fixed and traditionalized. Education must move ahead if it is to live in a changing world—else, it will resemble the man who stood on the sidewalk and watched himself pass by.

When the opening of Johns Hopkins University was celebrated, Huxley spoke these deeply significant words "I cannot say that I am in the slightest degree impressed by your bigness [i.e., the size of the country he was visiting], or your material resources as such. Size is not grandeur, and territory does not make a nation. The great issue about which hangs a true sublimity . . . is what are you going to do with all these things? What is to be the end to which these are to be the means?" The message of the eminent English scientist still carries a wealth of meaning, uttered though it was two generations ago. It is such searching questions as these that spur junior college faculties to make fullest contribution to the cause in which they are enlisted—of conserving and at the same time improving the order of society through processes of education.



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## A Study in Curriculum Trends

J. F. WELLEMAYER\*

Much has been written and spoken on the subject of the junior college curriculum. Just a year ago Professor Frederick Eby<sup>1</sup> of the University of Texas discussed the general philosophy of the junior college. I was particularly impressed by his insistence that the functions and aims of the junior colleges seem to be institutional, hence they are largely superficial and impersonal. Indeed, he was quite critical of the methods employed in developing an adequate curriculum for the junior college, maintaining throughout that the junior college as an institution could not have its own private and particular philosophy, but that this new institution must find its normal place in the general philosophy of education. It is perfectly true that we speak of curriculum trends as they affect types of institutions, not so much of curriculum trends as they affect the individual. In few cases have parents and students even been consulted. In these few cases they have expressed themselves in no uncertain terms. In a study which I conducted in the junior colleges of Kansas<sup>2</sup> two years

ago there was no question at all but that the young people themselves had very definite ideas regarding the sort of work that should be done in a public junior college. Even so, they declared by a vote of two to one that there were no disadvantages in attending a junior college. When the strongest single factor, saving money, was eliminated, the students still felt that there were advantages in the junior college curriculum. A surprising number, 65 per cent, had already selected vocations. Some 130 vocations were named among their choices. A seriousness of purpose was clearly proved on the part of these students. Nearly all were taking a full program of work and the large majority were devoting full time to their college work. We found every evidence that the home environment was lending itself well to such a serious attitude.

Throughout this study as well as in connection with other inquiries we find the usual struggle between content and method. This seems to involve a division between subject matter and organized knowledge on the one hand and the various devices and methods of presentation on the other. We are constrained to believe that for purposes of this discussion it is less important what we teach and how we teach it than that a true learning situation be created and that regardless of material or method the matter be specifically and accurately taught.

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<sup>1</sup> Frederick Eby, "Philosophy of the Junior College," *Junior College Journal* (May 1937), VII, 414-24.

<sup>2</sup> J. F. Wellemeyer and Earl Walker, *The Public Junior College in Kansas*, Kansas Association of Junior Colleges, 1937, 98 pages.

There seems to be a strange sort of triangle here. On the one leg we might indicate the subject matter and the importance of acquiring bits of organized knowledge handed down to us by society. That is, we might designate here the Phi Beta Kappa members and those of other learned societies who claim definitely that there is a strong tendency to get away from exact knowledge as completely as possible, and that it is their duty to build up a defense constantly upholding the importance of exact learning in American education. There is no question but that these have contributed greatly and that even in the junior colleges we find a definite proportion of our young people who are for the time more interested in the pure acquisition of knowledge for its own sake than for any other particular purpose. On the other leg of the triangle we find the methods people, perhaps best exemplified by the so-called and self-styled progressive educators. Surely, out of respect for Horace Mann and the many who have followed him, we must not regard lightly the importance of proper presentation of educational material. The position of the progressive educators assumes still more importance when they claim that the aim of education and the method employed should work definitely toward the reorganization of society. They oppose subject-matter aims, which we have represented by Phi Beta Kappa, when they claim that nothing should find a place in the curriculum which is not socially competent.

The base of the triangle, however, interests me most particularly in view of the general purpose of this

discussion. Here I feel is the place for specific training as to subject matter, habits, and skills. Such training where it touches the great field of subject matter should strive for mastery and accuracy. Where it touches the field of method and social reorganization it should be equally specific in the development of habits, attitudes, and ideals. But where the one leg of the triangle emphasizes organized knowledge and the other the reorganization of society, the base of the triangle should look after the interests of the individual *in* society. I do not mean here that the curriculum should be entirely child-centered any more than it should be society-centered or subject-centered. I mean in effect that we have developed recently a new tendency to overgeneralize. In such a tendency we are often inaccurate as regards subject matter, lacking in definiteness as regards the need of society and generally unfair in our consideration of the necessary equipment that every student should expect to acquire. Various reasons are advanced for this tendency to overgeneralize our curriculum material. We are told that there is such an enormous increase in scientific knowledge that a general view of the whole field is imperative. We are told on the other hand that in harmony with the idea of terminal and completion courses students who do not intend to go on with further college work should be given general survey courses in a number of fields. This paper is in the nature of a frank protest. May I suggest that it is too brief to be very scientific and that it certainly wouldn't stand the test of a searching "propaganda analysis."

Before proceeding further let us examine briefly certain items in the history of the junior college curriculum. Although the movement is but little more than twenty years old there are at present in the United States 553 junior colleges according to the latest record. Naturally there was great activity in the formulation of the curricula for these new types of institutions. It is interesting to note that in the early days most of the curriculum requirements were copied directly from the catalogues of four-year colleges and universities. In some cases the same catalogue names and numbers were employed. Quite naturally with such a situation the junior colleges would take over much of the conservatism of the other institutions, and this situation continued until the junior college movement was well under way. The prophetic statement of President Robert Maynard Hutchins is interesting in this connection.<sup>3</sup>

Economic conditions, then, determine the length of free education for all; and present and prospective economic conditions are such that the terminus of the public education which the ordinary youth is expected to enjoy will be set at about the end of the sophomore year in college. This means that the public junior college will become the characteristic educational institution of the United States, just as the public high school has been up to now.

No doubt there was a very definite need which the junior college seemed to meet.

It is extremely interesting to check on the reasons for the estab-

lishment of a junior college in any community. Again checking the reasons given by the students of Kansas for attending a junior college we find that on their own testimony fully 50 per cent would have no opportunity for a higher education without the public junior college. Now just how did we answer this need and this strong public demand? As we have seen, at first we offered them a conventional curriculum drawn up on the group plan employed so frequently by the liberal arts colleges. A little later we awoke to the fact that we should do something for the students who had no intention of going on to a higher type of school. The result of this was discussion concerning terminal and completion courses. We also answered these young people with the display of a pretty definite lack of co-operation between the upper and lower divisions, whether in the same or in different institutions. In the last few years we have assumed rather an arrogant attitude due to the great growth of the movement and the influence that junior colleges are now able to exert. Now finally we are getting into our discussion of curriculum—the matter of generalized information *about* fields and areas rather than specific knowledge and skills *in* fields and areas.

Now may we ask just what is this tendency toward general and survey courses? First of all, we are interested to find that the movement is not at all new. From the early days of the trivium and the quadrivium down through Lowell of Harvard and Meiklejohn of Amherst to Hutchins of Chicago and a half hundred others of the present day, sincere efforts have been

<sup>3</sup> Robert Maynard Hutchins, "The Confusion in Higher Education," *Harper's Magazine* (October 1936), Vol. 173, p. 453.

made to find a means of teaching college students "a little of everything." The first program of the sort which approximated a complete curriculum was that of the University of Chicago, which, for better or worse, has been widely copied.

In secondary schools a discussion regarding general science and general or unified mathematics was raging twenty years ago. General science has found a very definite place because it has taken over the specific function of an introduction to later science study. At least in our particular high school very few stop at the close of the general science course, although no curriculum requirement compels them to continue. General mathematics, ranging from its worst manifestation, the "spiral system" of a quarter century ago, to probably its best in "integrated mathematics," advocated by many of our best thinkers in the field today, has never found general acceptance.

Fifty years ago at the University of Kansas one man, Professor F. H. Snow, taught all the courses in natural science on Mount Oread. Today, I should hesitate to say how many are employed in this field. For some reason the idea of general and survey courses seemed to be regarded as a panacea for all the ills of faulty articulation. Introduced by orientation, the necessity for which admitted the constantly widening gap between colleges and the secondary schools, the movement has grown by leaps and bounds.

The strength of general and survey courses in the field of orientation and as introduction to later study is very freely and cordially admitted. Survey courses are also

good devices to cut across to some generalization in the face of the amazing amount of factual material now available. A solution to the problem of offering some sort of program to those who are neither prepared for nor interested in intellectual development is also of paramount importance. We are of course greatly interested in the articles of President Hutchins,<sup>4</sup> recently published in the *Saturday Evening Post*. Just at this point we note the following who, in his opinion, should not be permitted to go to colleges:

Children whose parents have no other reason for sending them than that they can afford to.

Children whose parents have no other reason for sending them than to get them off their hands for four years.

Children whose characters are bad and whose parents believe that college will change them for the better.

Children who have had no other reason for going to college than to have a stadium in which to demonstrate their athletic ability.

Children who have no other reason for going to college than the notion that it will help them achieve social or financial success in later life.

These children should be kept at home, or they should be sent to a country club, a trade school, or a body-building institute. There is, or should be, no place for them in an institution whose only excuse for existing is the training of the mind.

With all due respect, I submit that if President Hutchins were administering a public junior college in a typical American city he might be inclined to question all the state-

<sup>4</sup> Robert M. Hutchins, "Why Go to College," *Saturday Evening Post*, January 22, 1938, p. 16.

ments he has made. It may be unfortunate but it is nevertheless true that we don't have enough country clubs, trade schools, and body-building institutes to take care of the enormous enrollments coming to us. But again I remind you that the purpose of this paper is to emphasize the weaknesses of the generalizing trend. B. Lamar Johnson<sup>5</sup> indicates some of these as follows:

Lack of appropriate textbooks.  
Danger of trying to present too much material.  
Difficulty in securing instructors whose training is broad enough.  
Tendency of instructors to emphasize fields of their own speciality.  
Lack of time for survey courses.  
Difficulty in transferring credit.  
Administrative problems.  
Superficiality of survey courses.  
Survey courses provide unintegrated introduction to the field.  
Students in survey courses get too much of a smattering in many fields.  
Survey courses fail to provide foundation for advanced work.

Johnson's list is much longer than this but he summarizes the comments made by instructors and administrators as follows:

1. The fact that the survey course must have an influence on subsequent courses in the curriculum is generally realized.
2. Since only very limited time is available for most survey courses, most administrators and instructors agree that great care must be used to include in such courses only topics or problems of most significance to the intelligent layman.
3. Educators are attempting to adapt survey courses to needs of individual students by adopting varied types of individualized instruction.

<sup>5</sup> B. Lamar Johnson, *What about Survey Courses?* Henry Holt and Company, New York, 1937, pp. 14-29, 75, 77.

4. The library method is used extensively in survey course instruction.
5. Co-operative teaching of survey courses (together with frequent meetings of co-operating instructors) is often used to secure competent integrated instruction. Hope, however, is expressed that in the future, survey course teachers will be trained specially for the job.
6. Evaluation (both from the viewpoint of the individual student and from that of the movement as a whole) is a major problem which must be faced.

To illustrate some of the weaknesses, I wish to offer the general objectives of the physical science survey courses for the Chicago city junior colleges as follows:

1. To make one more familiar with our physical environment: (a) the earth itself: geology; (b) the study of matter and energy: physics; (c) the study of the methods of identification, separation, and transformation of kinds of matter: chemistry; (d) the earth in relation to the universe: astronomy.
2. To give the student a real appreciation of the scientific method.
3. To develop a point of view and philosophy concerning events that take place in nature.
4. To lay the foundation for future work in the physical sciences for those students who plan to continue in science.

If this outline is studied carefully anyone acquainted with the various fields of science will agree that very little specific and definite scientific training would result from the study of such a course. The best proof that such a course does not succeed to the degree that it was originally intended is found in the modifications they have authorized as follows:



If a student has had chemistry and physics in high school and is able to demonstrate marked ability in the examination covering the work of the first semester of physical science, he will be permitted to enroll in the second semester of the survey. If he passes the comprehensive examination covering the full year of physical science survey, he may enroll at once in a specialized course in physics or chemistry. Similar acceleration will be possible in English and biological science. The program is also being liberalized by dropping the two-year requirement in social science. None of these changes will seriously affect the attainment of the chief objective of the colleges—a general education for all students.

It is not easy to discuss the place of general survey courses. I think we are not so much opposed to this new development in our junior college curriculum as we are anxious that it does not destroy that definite and specific quality, the loss of which would prove a real weakness. About ten years ago my son, then rather a small boy, was compelled to undergo an operation for sinus trouble. The case developed very suddenly and we were ordered to have him at the hospital at 9:00 P.M. Here the surgeon drew on the back of an envelope a rough sketch of the operation he would need to perform in order to save the life of my boy. I begged him to wait until morning but he refused to take that responsibility. About three weeks later when all danger was past and the boy almost fully recovered we called at the office of this surgeon and he explained all the tremendous intricacies of the operation he had performed. He explained that a different method could have been used and was

strongly advocated by German surgeons but remarked their fatalities in the first one hundred cases must have been large. Such questions as how to avoid operating too close to the brain, how to secure prompt drainage so as to save the eye, how to make a way for drainage tubes and not injure any of the great number of muscles controlling the eyeball, and many other questions of like character were answered promptly and skilfully by this trained surgeon. No general course and no survey, however searching, of the field of medicine would have prepared this doctor for the work he did that night.

I am wondering if the recent definite trend toward survey courses is truly valid in view of some of the weaknesses we have indicated. What is this trend designed to correct? Is it a protest against the time-honored group plan, in an attempt to get a spread of work without appealing too strongly to departmental sources? In actual fact is it not a rather definite reply to the abuses of the highly departmentalized system? Strange that the same institution should advocate on the one hand fusion, integration, survey and general courses and on the other the strongest type of delimitation. One of the first things we ordinarily require of a student preparing a term paper is delimitation. It is practically impossible for a student to develop a thesis on a general subject or theme in any American college or university. In the same college we may also hear much of completion courses in which to be of any value the material must be specific. "But," you will say, "why bring up medicine and surgery? Anyone

with common sense would except such courses. Few students wish to become doctors." I defy you to name a vocation where specific training is not required even though we seldom find it except in the higher professions.

There is a structural steel firm in Kansas City, Kansas, which supplied all the material for the great steel bridge across the upper Grand Canyon. One of the engineers told me the interesting story of constructing this great bridge. They moved from both sides and arranged to have the steel trestles meet in the center. All their computations were made on that basis and the day came when the two parts were to be securely bolted together. To the surprise of everyone the two parts failed to meet by about five inches. At first everyone thought that a blunder had been made. However, when they checked the time it was found that they had not made sufficient allowance for expansion due to the heat of the sun. They tried to make the connection in the early morning and failed; they tried again at five o'clock in the afternoon and everything fitted perfectly. I submit that that requires more accuracy than you will get in a survey course.

I recently questioned two young lawyers of our city who some years ago had taken their pre-law course in the junior college. I naturally wanted to know whether their junior college pre-law work had satisfied their later requirements. They were both very cordial about our courses but one maintained he should have had the course we now teach in accountancy; the other said every lawyer should know shorthand. There is

crying need for specific information, accuracy, and particularized skills. Most colleges do not even recognize shorthand, which is probably the best training in skill and accuracy in the entire school curriculum.

Indeed, the trend toward general study in the colleges and junior colleges today is reflected in the generalized attitudes of most people in the social life of our time. Some 40,000 people were killed in auto accidents during the past twelve months. Elaborate analyses are made; we know just how to classify every accident. We have always been good at classification in or out of school. But except in spots we don't specifically apply any particular remedy and the slaughter goes on.

As citizens of this republic (a status which we accept without any particular assumption of responsibility) we work or we don't work. In either event we eat, we drive cars, we go to shows, we are somehow generously supplied with gas, tobacco, and beer. In government we have always had this attitude and the tendency is constantly increasing. In the administration of governmental functions, we all too frequently keep only general qualifications in mind. This applies even when appointments are made to such high positions as the President's cabinet or to members of the Supreme Court. Proverbially the same thing applies to election to Congress with the lamentable results that this supposedly highest legislative body in the world can stay in session nearly a month without passing a single constructive piece of legislation. The risk is as great and the waste as profuse in

governmental matters as it might be to the individual if a doctor trained in general biology courses should attempt a sinus operation. But lest we become too serious I should like to relate a story. It seems that among other governmental activities of the present day certain types of manufacturing were undertaken under organization of the WPA. As a result of their labors a certain nicely decorated blue and white tin can appeared with the following label, "WPA Rat Poison." Directions: "It won't kill them but it will slow them down so you can catch them." I believe we should develop a more specific aim even in the making of rat poison.

Finally let us be a little more specific as regards the college and junior college situation. Perhaps we are making better progress than I have indicated. I have sincerely emphasized what I consider a danger in the whole movement but I am far more interested in positive teaching than in the correction of a fancied fault. After all, mastery is fundamental to any and every curriculum and mastery almost certainly leads to effective use later. Perhaps mastery is hindered more than we believe by our lack of attention to health and physical endowment. During the current year in our high school we have been dissatisfied with the list of failures at certain stated periods. Together with a rather elaborate system of guidance we have conducted eye tests among failing students. Out of 120 students tested by the Betts "Ready to Read Test" we found that only 22 seemed to have normal vision and normal reading ability. Ninety-eight were visually handicapped, 68 of these so much so that

we are taking photographs of their eye movements in an attempt to get at the basis of the trouble. We are now extending the study to the junior college level in an effort to ascertain the extent to which eye trouble may be defeating the purpose of the work.

In many colleges and junior colleges we have classified students on three or more levels of ability and have pretty generally based this classification on an intelligence test which almost invariably depends on reading ability. To the degree that eyesight is defective, the validity of the classification may well be questioned. We have in our colleges students who are underweight and anemic; who do not seem to enjoy the stimulation, mental and physical, of an appropriate diet. With the aid of eight dentists working continuously throughout the school day, we recently examined the teeth of 2,650 high-school students. They found a total of 5,661 cavities, or an average of more than two per student. Dr. Thomas Alexander, in a public address last year, made the statement that divorced parents caused three-fourths of the cases of nervous disorders among students of his acquaintance. And we answer such situations with institutionalized, impersonal manipulation of the curriculum, when guidance is the crying need. Perhaps it is easier to offer general information to a student who has a toothache, a gnawing hunger, is worrying about the marital troubles of his parents, or can't see the blackboard. It is my firm conviction that information tends to become valueless to the degree that it becomes general.

In public junior colleges, and

with these I am most familiar, we cannot always assume the responsibility of deciding whether or not a student should attend college. In public junior colleges we are not even ready to say that the institution is organized primarily for the training of the mind. Problems of the curriculum, relative importance of subject matter, method, or what have you, will not loom so large if a vitalized program of guidance is introduced and maintained. In such a program one thing will remain increasingly clear; it cannot be administered in a lecture room, with the class recognized only as a group and the student playing the role of spectator. In a real program of guidance the old traditionally impersonal attitude must give way to something far more wholesome. When we offer personal advice or counsel we must be prepared to

make suggestions to the student which will be of value to him as an individual. From the very nature of things such counseling cannot be couched in general terms; it must be specific and personal.

I have no quarrel with general and survey courses so long as they meet the needs of orientation or offer a clear-cut introduction to further study. I feel certain that some such courses are being excellently administered in a goodly number of institutions, particularly if they are intimately associated with a definite adviser system. Where such programs are accepted, however, as a panacea for the faults of inadequate articulation, substituted for a guidance program, or are simply borrowed from some other institution, I think the present trend possesses elements of danger which may well bear watching.

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## Standard Accounting, Reporting, and Statistics

J. HARVEY CAIN\*

It is a great privilege to represent the Financial Advisory Service before this association and we are deeply grateful to your president for the honor of the invitation. People naturally become suspicious when it is announced that a man comes from Washington. Washingtonians are quite accustomed to seeing people come to their city to attend free banquets, to obtain a new post office, a soldier's bonus, a reward for not raising little pigs, or even to receive some of the grants for education which have been recommended. When Washingtonians go elsewhere, people immediately become suspicious that we are either going to try to regiment them or take back some of the pork and bacon they received in Washington. This is not my mission. I am here only to discuss a subject which, though not sensational, I hope may be of some interest.

No doubt a great many of you received a bulletin from the United States Office of Education a few weeks ago, entitled the "Continuity of College Attendance," which gave the results of a study made of 426 colleges of arts and sciences. It was stated that two-thirds of a total of over a quarter of a million students included in the study were members of the freshman and sophomore classes. In other words, two-thirds of the students in these colleges are of the junior college level. These

conditions leave us much food for thought. The implications are far-reaching. Your attendance here proves that you must have a vital interest in the junior college movement, and consequently such an interest has a way of sharpening one's powers of observation and of deepening one's insight into what is really going on.

You are familiar with the fact that we have three times as many students in our colleges today at all levels as we had before the World War. American educational institutions of college level are growing so rapidly in enrollment and in services which they are offering to society that their programs are almost always far ahead of their income. We have a deep sympathy with the young men and young women who aspire to obtain a college education in order to fit themselves for the battle of life. You know and I know that not all of them are equal to the challenge. Many must drop by the wayside for lack of ability, and others must give up because of financial difficulties. Disappointment with the program offered and doubt that it will aid them in reaching the goals they seek is another contributing cause for withdrawals. But whatever the reason, the figures which I have just quoted show that only one-third seem to reach the senior college level. I do not pretend to have studied a great deal about the junior college movement, but it seems to me that this is a convincing argument that students who are fortunate enough to go through

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a good junior college may obtain a very substantial foundation, and that the success of this movement is thoroughly assured.

That brings us to the point, therefore, where we should consider the importance of finance in the administration of junior colleges. Without proper financial support all our hopes and ambitions are doomed to failure. Without sound principles our efforts are certain to be led astray. The Service which I represent was established by the American Council on Education under a grant from the General Education Board, for the purpose of carrying on the work begun by the National Committee on Standard Reports for Institutions of Higher Education. This committee came into existence because of the great need found in the United States Office of Education for statistics on a comparable basis. The work of this committee has been very successful, and its recommendations are being followed in more than half of the colleges and universities of the country.

It has been felt for a long time that the group of junior colleges should set up accounting procedure in line with uniform methods proposed for institutions of higher education. Many of these colleges belong to the public-school system, and as such have been following the systems outlined for elementary schools. I was able to find only 65 reports that have been sent from junior colleges to the Financial Advisory Service, and I have read through these reports with a view to finding out the extent of uniformity in the presentation of the various facts.

Thirty-one of the institutions

were publicly controlled and 34 privately controlled. First, I read the reports of the publicly controlled institutions. I can honestly say that no two of these reports looked alike. One report showed only the expenditures, with the budget figures in a parallel column. No information as to income or assets and liabilities appeared. The expenditures were divided into administration, instruction, library, operation of plant, maintenance of plant, auxiliary agencies (such as health service and transportation of pupils), and capital outlay. Another statement published in the local paper gave expenditures for the previous year, the current year, and proposed budget in parallel columns. Another had four columns across the top of the statement entitled salaries and wages, materials and supplies, services and expense, property and equipment; and four items on the left-hand side of the sheet subdividing these four columns into administration, instruction, maintenance and operation, and farm.

Many of the reports show the cost per student, the operating cost, the amount invested in real estate—buildings and equipment, the amount of fire insurance carried on buildings and equipment, and the amount of tornado insurance. The cost per student based on average daily attendance seems to be stressed with great importance in many of these institutions. I noticed that several had a very detailed classification of accounts, divided into administration, instruction, library, operation of plant, maintenance of plant, and capital outlay. Salaries for instruction were divided again into salaries of principal, instructors, clerks, and

temporary clerks. The expenses for all of these detailed items were further subdivided into cost per student. Furthermore, comparative statements were given showing the cost for the previous year, the current year, and proposed budget for next year. Additional figures were given showing the actual expenditures for the previous year in comparison with the budget, and the actual expenditures for the current year, as well as those proposed for the next year in comparison with the current budget. Such statements reveal a rather thorough method of presentation in comparison with some other elementary reports.

One treasurer found it very desirable to show how each earned dollar is spent in the United States and how little of it goes to education. Another made a comparison of the school tax with the total tax. Several gave cost per student based on the average daily attendance. In another report there was shown the distribution of the tax dollar to different types of schools, plus capital expenditures, such as kindergarten, elementary, junior high, senior high, junior college, bond and bond interest, and capital outlay. Statements of bonded indebtedness and comparisons over a period of years appear in a number of reports.

A few of the reports contained a very desirable feature, that is, a foreword or explanation of the principal financial transactions and outstanding matters to be brought to the attention of those to whom the report was addressed. One school set up an activities fund, in which were deposited all student funds such as class plays, typewriter contests, musical events, dramatics,

and so forth, to be controlled by the administration. Another made comparisons by graphs of the average daily attendance, school operations, cost of living (using Federal Reserve Board index), and the assessed valuation.

In many reports there seemed to be no relation between "operation" and "maintenance." Many included, for instance, janitors' salaries in the first group and others carried it in the second. Utility charges were placed by some in the first group and by others in the second. There is not much uniformity as to accounting for debt services (payment of principal and interest), such fixed charges as insurance and taxes, and capital outlay for new buildings and equipment.

Only a few included a balance sheet. One had a rather good balance sheet arrangement including as assets: cash, accounts receivable, inventories, prepaid insurance, land, buildings and equipment. As current liabilities: vouchers payable, payrolls payable, contracts payable, retirement salaries and reductions, bonds outstanding, investments in fixed assets, and unexpended balance.

A schedule found in only one report, and rather unusual, gave the name of every person on the payroll, his department, title, highest degree, institution from which degree was obtained, college and high-school experience, the number of years at his own institution, number of years elsewhere, and total years of experience.

Next, I read over the reports of the 34 privately controlled institutions. Of these, only eleven showed that the accounts had been audited by certified public accountants.

Many statements were prepared on a strictly cash basis, not taking into account any accrued items. One showed a list of itemized receipts by months, and a list of disbursements by months, with no effort to classify the receipts and expenditures. It is customary in some of the reports to give merely a list of the receipts, including cash balance at the beginning; and a list of expenditures, including the cash balance at the end of the period. Some presented a balance sheet only, with no statements of receipts and disbursements. One statement included good will, pledges, and other questionable assets. An institution that had a deficit of over \$10,000 made this remark: "The deficit would not have been so bad had it not been for the fact that we lost three horses, three cows, and 300 chickens as the result of a fire"!

One of the C.P.A. certificates made the comment: "All recorded cash receipts were traced to the depository." But no mention was made whether all cash receipts that should have been received were received. In general, the accountants verified bonds, mortgages, and investments by actual count or by obtaining a certificate from the depository. They verified cash by count or by checking directly with the bank. They verified accrued interest, student loans, inventories, insurance, and all the balance sheet items, making exhaustive tests of income and examination of expenditure vouchers.

These comments are the result of a study of a rather small number of reports that were available or obtainable from sources in Washington. I do not make these criticisms in any spirit of fault-finding,

but rather in the hope that out of them may come some constructive improvement. Many of these reports reveal some rather clever ideas but it is very apparent that there is little or no uniformity. I would like to emphasize very strongly the point that junior colleges, at least from the business and financial standpoint, can profit very much from the experiences of the senior colleges and universities, and, therefore, it would be most appropriate in seeking any uniformity that you should study the recommendations of the National Committee on Standard Reports for Institutions of Higher Education. May I say also that the Financial Advisory Service does not wish to set up any suggested system of accounting and reporting which it thinks best for the junior colleges. It feels that those who are doing this work in the junior college field know best what they need and what they want. We would be very glad indeed to work with any representative or group of representatives, and give them the benefit of the experience of our Advisory Committee with the work of the National Committee and the projects we have undertaken for the Financial Advisory Service. I would like very much to have it plainly understood that we are not prepared to dictate or suggest what you must have, but merely to follow the policy of the American Council on Education of co-operation and co-ordination.

The Financial Advisory Service has undertaken to prepare a manual through such a method of co-operation with the American Association of Teachers Colleges. This manual will outline a suggested

system of accounting and reporting for teacher colleges; the material is being assembled by a gentleman who has had nearly twenty years' experience in teachers' colleges. Their accounting problems are in many ways similar to those of the junior colleges.

It might help you to have a better understanding of the whole problem if I discuss some of the important points that appear in the findings of the National Committee. The members of the Committee believe a balance sheet is one of the primary and most essential statements for presenting in a clear and concise manner the financial condition of an institution as of a given period of time, supplemented by schedules where necessary, and by statements of income and expenditures. The kind of balance sheet found most effective is one where the different types of funds are shown together, in balanced groups, for example, current funds, endowment funds, and plant funds. It is necessary to account clearly for these different types of funds. The principal of endowment funds must be kept inviolate and the interest must be accounted for and used only for the purposes designated. Plant funds must be used for the plant and must not be mixed with the other funds mentioned. In reviewing the reports of junior colleges which I have previously mentioned, one of the outstanding differences in methods used between the junior college group and the National Committee recommendations is in accounting for capital or plant funds, and the confusion which results in mixing operating revenues with plant or permanent funds. The Committee recommends that funds

received for the purchase of land, new buildings, additions to existing buildings, improvements other than buildings or initial equipment, and funds set aside for the retirement of indebtedness on plant assets should not be included in statements of current operations, but should be set forth in a separate statement of plant funds. This might be considered an explanatory balance sheet statement, showing the receipts and disbursements during the period under review. It seems obvious that if the plant additions in one year reached a very large sum, and in the following year there were no building operations, the value of the comparative operating statement would be destroyed if plant transactions were included. The National Committee has therefore recommended the foregoing method of accounting for plant.

The next most important statement suggested is one covering current income, from which you should be able to learn the amount of income received by the institution for the different type of activities which it carries on. First, how much for the educational program, then the auxiliary enterprises and activities, and the noneducational activities. This statement should be followed by the statement of current expenditures, in the same order, showing the educational program distinct from auxiliary and noneducational activities. The expenses for the educational program should be divided into administration and expense, instruction, libraries, and operation and maintenance of physical plant.

It is important that the transactions of auxiliary enterprises and noneducational activities should not

be mixed with those of the strictly educational program. Many of the accrediting agencies want to know the amount of educational income from dependable sources, and the amount of educational expenditure per student. This cannot be given if the operations of dormitories and dining halls, or any other noneducational items, are included.

A great many institutions which attempt to prepare operating statements are misled by turning them into strictly cash statements, including indiscriminately all items of cash receipts, such, for example, as repayments of student loans. The disbursement side frequently includes such items as repayment of bond principal, repayment of indebtedness, and purchases of goods for resale.

Any statement which includes both current and capital transactions cannot give a clear picture of the operation of the institution. If you received a gift of \$50,000 for endowment and included it in a statement of receipts, which also included appropriations or gifts for buildings and other capital purposes, you would overstate the current income not only by that amount but also by the amount of other capital income which was in-

cluded. If you so reported this sum to the United States Office of Education, you would likewise distort their figures.

It seems unnecessary for me to go into further details. That is largely a matter for the business officers and accountants. I have endeavored to point out, however, a few of the most important considerations. I have repeatedly mentioned the National Committee. This committee consisted of representatives from universities and colleges in all parts of the country. For five years it studied these problems and submitted its findings for criticism to scores of educators and college business officers. It had the benefit of the counsel of eminent public accountants with wide experience. Its recommendations may be looked upon as representing the consensus of the best thought on the subject in the country. We would like very much to see your association take some definite action toward improving the accounting and reporting in the junior colleges of the country. Our Service has been commissioned to do whatever we can to assist in furthering the work of the National Committee. We offer to assist you in every way possible.



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## Minutes and Committee Reports

### MINUTES OF THE MEETING

The eighteenth annual meeting of the American Association of Junior Colleges was held in Philadelphia, Pennsylvania, March 4-5, 1938. Delegates numbering 252 were registered from 32 states, the District of Columbia, and the Dominion of Canada. The meeting was called to order by President Katharine M. Denworth. After brief announcements, the program for the morning was presented in accordance with the printed program.

The Secretary read a report from the Executive Committee containing a recommendation involving an amendment to the By-Laws, and gave notice of consideration of such an amendment on the following day.

The luncheon program for private junior college representatives was presided over by Dean J. E. Burk, of Ward-Belmont School, and the public junior college group by President Nicholas Ricciardi, of San Bernardino Valley Junior College. Reports of these programs appear in the proceedings.

At the annual dinner, Friday evening, music was furnished by members of the faculty and students of Ogontz School. President William Mather Lewis, of Lafayette College, addressed the meeting on the subject, "Have We Proper Educational Objectives?" Dean William F. Russell, of Teachers College, Columbia University, gave a radio address on the subject, "The Enemy Within."\* Dean J. Thomas Davis spoke regarding the long service of the secretary of the Association, after which the secretary was voted a life member of the Association.

At the Phi Delta Kappa breakfast, Saturday morning, presided over by

\* Dean Russell's address is to be published in one of the noneducational magazines.

Superintendent E. W. Montgomery, of Phoenix, Arizona, Dean Grayson Kefauver, of Stanford University, spoke on "Autonomy for the Junior College."

At the regular Saturday morning session the papers and addresses shown in the printed program were presented with the exception of the address of President Lewis, which had been given on the previous evening. Also Mr. J. Harvey Cain, scheduled for the afternoon session, spoke on the morning program. The vice-president, Dr. Ricciardi, presided during the latter part of the morning and again at the beginning of the afternoon session.

At the conclusion of the scheduled program for the afternoon session the Association went into regular business session.

Dr. W. W. Carpenter presented the report of the Committee on Research. Copies of the summaries were distributed to the members. The report was unanimously adopted. A summary appears in the proceedings.

Dr. Walter C. Eells made a brief report on the *Junior College Journal*. The report was adopted and the Association expressed its appreciation to Dr. Eells for his splendid service as editor.

The report of the Executive Committee was read by the secretary. The report was received and all recommendations were adopted except those concerning reorganization, which were held in suspense until the body could hear the report of a special committee on reorganization presented by President Arthur I. Andrews. His committee reported, as a result of considerable investigation, an apparent consensus among junior colleges in favor of increasing the annual dues and employing an editor-secretary for approximately one-half time.

The recommendation of the Execu-

tive Committee was adopted as follows:

I. That in order to enlarge the scope of the activities of the Association (a) provision be made to combine in a single office the work of the executive secretary and the editorship and management of the *Junior College Journal*; (b) the work of the Committee on Research be carried on under the direction of that committee through the executive office; (c) that field services and a wider dissemination of information regarding problems related to the junior college be provided through the executive secretary's office.

II. In order to initiate and carry into effect this proposed program, it is recommended (a) that the annual membership fees of active members of the Association be increased from \$10 to \$20 and that the membership fee include one paid annual subscription to the *Junior College Journal*; (b) that the Executive Committee be authorized and empowered to employ a competent person for one-half time to serve as executive secretary and as editor of the *Junior College Journal*; (c) that the Executive Committee be authorized and empowered to make application for and receive from individuals or agencies, outside the Association, funds necessary to carry the program into effect.

III. That the Association elect at this session an executive secretary and an editor to serve on the present basis until these proposals can be carried into effect.

Previous notice having been given, the secretary moved the amendment of Section 8 of the By-Laws to read as follows: "The annual membership fee shall be twenty dollars (\$20.00), this fee to include one paid annual subscription to the *Junior College Journal*."

The report of the Committee on Audit was presented by President John Harbeson, Pasadena Junior College, California.

The report of the Committee on Resolutions was read by President Guy M. Winslow, Lasell Junior College, Auburndale, Massachusetts.

These reports were adopted as read.

Motion that the president be authorized to continue the Committee on Fi-

nancial Accounting and Records carried.

The report of the Committee on Nominations was read by Dean C. C. Colvert and was adopted by unanimous vote. The newly elected officers were introduced by the retiring president.

On motion the meeting adjourned.

All committee reports that follow were adopted. They represent the official actions of the Association. The papers and reports are printed in this issue of the *Junior College Journal*.

DOAK S. CAMPBELL

Secretary-Treasurer

J. THOMAS DAVIS

Assistant Secretary

#### EXECUTIVE COMMITTEE

The Executive Committee of the American Association of Junior Colleges met in the Bellevue-Stratford Hotel, Philadelphia, Pennsylvania, at 4:30 P.M. Thursday, March 3, 1938. The following members were present: President Katharine M. Denworth, Vice-President Nicholas Ricciardi, Secretary D. S. Campbell, Assistant Secretary J. Thomas Davis, E. Q. Brothers, Guy M. Winslow, Robert J. Trevor, R. R. Robinson, W. W. Haggard, and W. G. Martin (representing J. J. Delaney).

The following items of business were considered and action was taken as indicated.

1. President Denworth reported plans regarding arrangements for broadcasts of certain numbers of the program and also arrangements for publicity.

2. The secretary read an invitation from the Harcum Junior College to visit the institution at tea or a buffet supper. Due to the schedule, the Committee expressed the opinion that time could not be found for a visit by the group. The secretary was instructed to read the invitation at the morning session and to express the Committee's appreciation for the invitation.

3. The secretary read an invitation from Secretary H. V. Church, of the Department of Secondary School Principals of the National Education Association, to co-operate with that organization regarding membership. It was the sense of the Committee that, since membership in the American Association of Junior Colleges is composed of institutions rather than individuals, the suggested plan does not seem feasible.

4. In response to a communication from Mr. D. K. Shroyer of Beckley College regarding a program of accrediting, the Committee instructed the secretary to reply that the Association has a well-established policy against becoming an accrediting agency.

5. The secretary presented the request of Gunston Hall for active membership. Owing to the fact that the institution lies within a regional accrediting agency, it was suggested that they be advised first to apply to that agency, and then furnish the Executive Committee with a report of the facts resulting from that procedure for further consideration.

6. After consideration of a request from Dr. Merle Prunty regarding approval of a special musical sorority, it was moved that a special committee be appointed to study this and other similar proposals and report a proposed policy for consideration at the next meeting of the Association. The motion carried.

7. The Committee considered the matter of reorganization proposed at the previous meeting of the Association. The special committee on reorganization composed of A. I. Andrews, Colonel A. M. Hitch, and the secretary reported. Mr. Andrews presented the results of an extensive inquiry among junior colleges to secure their opinion regarding various proposals. He reported an apparent consensus in favor of raising the annual membership fees and including a subscription to the *Journal*. After discussion, the following recommendation for consideration

by the Association was passed unanimously:

I. That in order to enlarge the scope of the activities of the Association (a) provision be made to combine in a single office the work of the executive secretary and the editorship and management of the *Junior College Journal*; (b) the work of the Committee on Research be carried on under the direction of that committee through the executive office; (c) that field services and a wider dissemination of information regarding problems related to the junior college be provided through the executive secretary's office.

II. In order to initiate and carry into effect this proposed program, it is recommended (a) that the annual membership fees of active members of the Association be increased from \$10 to \$20 and that the membership fee include one paid annual subscription to the *Junior College Journal*; (b) that the Executive Committee be authorized and empowered to make application for and receive from individuals or agencies, outside the Association, funds necessary to carry the program into effect.

III. That the Association elect at this session an executive secretary and an editor to serve on the present basis until these proposals can be carried into effect.

By motion the Committee adjourned to meet again immediately following adjournment of the Association on Saturday afternoon.

The adjourned meeting of the Executive Committee was held at 4:30 P.M. Saturday, March 5, 1938. The following items of business were considered and action taken as indicated.

1. A communication was presented signed by a number of representatives of private junior colleges, requesting the approval by the Executive Committee of a proposal to publish a comprehensive private junior college directory. After discussion it was the sense of the Committee that it held no authority to pass on the proposal and that it be referred to the Association for action.

2. For the purpose of carrying into effect the plans for reorganization adopted by the Association, the president was authorized to appoint a sub-

committee composed of the chairman, two other members of the Executive Committee, and the members of the special committee on reorganization who had served during the year. The following members constitute the committee: Nicholas Ricciardi, *Chairman*, Robert J. Trevorow, Doak S. Campbell, Arthur I. Andrews, and A. M. Hitch.

3. The secretary was authorized to present to the American Council on Education a renewal of the Association's request for comprehensive research studies of the junior college field.

4. President Ricciardi and Dr. Trevorow were authorized to confer with certain individuals and foundations regarding funds for enlarging the scope of the work of the Association.

5. The secretary was authorized to circularize the junior colleges at once regarding the new basis of annual fees and solicit their enrollments wherever they may be eligible for membership.

6. By motion, the fiscal year was designated to run from January 1.

By motion, the Committee adjourned.

NICHOLAS RICCIARDI, *Chairman*  
DOAK S. CAMPBELL, *Secretary*

#### PUBLIC JUNIOR COLLEGES

The public junior college section of the American Association of Junior Colleges met at luncheon at 1:15 p.m. in the North Garden Room of the Bellevue-Stratford Hotel, March 4, 1938.

Chairman Nicholas Ricciardi presided. In the absence of Dr. J. C. Wright, who could not attend the meeting, Dr. Frank Cushman, Chief of the Industrial Service of the United States Office of Education, spoke on "What Services Can the Junior College Render through Vocational Education?" After discussion led by President John Harbeson, of Pasadena, California, a motion was passed requesting the Executive Committee of the Association to provide a committee charged

with the responsibility of securing from all available reliable sources the best ways and means of improving or developing a program of vocational education in junior colleges, and of making available such findings to the public junior colleges.

Dr. Homer P. Rainey, Director of the American Youth Commission, addressed the group on the subject, "The Needs of Youth as Indicated by Surveys of the American Youth Commission and Their Implications for Vocational Education at the Junior College Level." After discussion by Dr. W. W. Haggard, Dr. L. M. Hrudka, and Dr. Cushman, the meeting adjourned.

#### PRIVATE JUNIOR COLLEGES

The private junior college section of the American Association of Junior Colleges met at luncheon at 1:15 p.m. March 4, 1938, in the Red Room of the Bellevue-Stratford Hotel. Dean J. E. Burk, of Ward-Belmont School, presided.

Dr. George F. Zook spoke informally on behalf of the American Council on Education. President Robert J. Trevorow presented a discussion of the subject, "The Private Junior College—Its Place in the Sun," wherein he pointed out the significant differences between public and private junior colleges. President Curtis Bishop discussed "The Private Junior College—Its Opportunities," wherein emphasis was placed on the qualitative rather than the quantitative aspects of education.

President E. E. Cortright led the discussion of the previous addresses. He pointed out the difficulties of keeping the junior college mainly in the field of general education. The possibilities of evening classes were also presented, after which a number of significant advantages of the junior college were enumerated.

President R. G. Cox presented a report and discussion on the Code of Ethics, presented in 1934 and adopted



in 1935. This paper appears elsewhere in the *Journal*.

Mr. Wayne Davis discussed the need for a comprehensive directory of private junior colleges and proposed a type of publication which would furnish reliable descriptive information. By motion the chairman was instructed to appoint a committee to study the problem and make recommendations to the Association or to the Executive Committee.

J. E. BURK, *Chairman*

WALTER L. WILKINS, *Secretary*

#### RESEARCH COMMITTEE\*

The Committee wishes to report to the Association an increased interest in the problems of the junior college as indicated by the receipt this school year of the largest number of letters of general inquiry in any one year for the last five-year period. The Committee has answered these letters to the best of its ability with its limitations of time and information available. Many of the letters indicated a growing interest in, and an appreciation of, the information contained in the yearly report of this Committee.

Several inquiries have been received by the Committee about the study, "Duties of the Junior College Dean," which was reported last year at Dallas as "in progress." On account of the immensity of the task and certain problems that have arisen it seemed best to delay this project for the time being. The Committee hopes that it will have your co-operation in the completion

of this study some time before the close of the present school year.

The Committee has corresponded with graduate students in several universities and with officials of junior colleges and of the Association, who wished advice on proposed research problems, or on research in progress. The Committee has acted as a clearing-house for persons wishing the Committee's approval of projects to be submitted to the directors of junior colleges and has approved such projects when in the opinion of the Committee the project was a worth-while one and one that could not be more profitably studied by some other procedure.

Each person present has been given a mimeographed copy of the most significant parts of this report.<sup>1</sup> On the cover page you will find a summary of the studies made during the year or now being made by the members of the Association and by other students of the junior college movement. The total number of junior college studies reported to the Committee this year is 364. The Committee has included certain studies quite general in nature that seemed to be of unusual significance to those interested in the education of youth of junior college grade. The number of studies on major topics and the pages where these are located may be helpful to you in locating studies in which you are particularly interested. If you find errors in our report, if titles are incorrectly given, or included in the wrong grouping, or if there are mistakes in spelling or omissions, the Committee humbly begs your pardon.

This year the Committee directed a study of the problem, "What About Survey Courses in the Junior College?" This problem was called to the attention of the Committee by several letters requesting rather definite information about their extent, type, and departments covered as well as questions about orientation and enriched courses. The summaries of the Committee's report are as follows.

\* Members of the Committee: J. E. Burk, Ward-Belmont Junior College, Nashville, Tennessee; J. Thomas Davis, John Tarleton College, Stephenville, Texas; R. R. Robinson, University Junior College, Tonkawa, Oklahoma; W. W. Carpenter (chairman), University of Missouri, Columbia, Missouri.

<sup>1</sup> Copies of this 40-page mimeographed summary can be secured upon application to the secretary of the Association.



WHAT ABOUT SURVEY COURSES IN THE JUNIOR COLLEGE?<sup>2</sup>

The Committee selected this problem for special study. The members of the Association were asked to send the following information to the chairman of the Committee:

1. The titles of survey courses offered, semester-hours credit, and the college departments included.

2. The titles of orientation courses offered, semester-hours credit, and the problems included.

3. The titles of enriched or functional courses offered, semester-hours credit, department concerned, and nature of the enrichment.

The members of the Association were asked to list only courses that met the following definitions:<sup>3</sup>

*The survey course.*—A survey course is any course intended for college freshmen and sophomores primarily as part of their general education, which draws its subject matter from two or more of the ordinary college departments.

*The orientation course.*—A course which aims to adjust freshmen to college life by providing instruction in such problems as how to study, how to use the library, how to adjust to campus social life, and how to use college facilities such as its health service.

*An enriched or functional course.*—Any course limited to one departmental field which you are finding particularly effective in aiding students to meet and to prepare for meeting life problems.

As a check on the description of the courses in junior colleges the same information was also secured on courses offered in the first two years

of seventeen colleges having graduate schools.

The returns from the junior colleges showed that 95 junior colleges submitted usable information under one or more of the classifications. Of this number, 46 were public and 49 were private or denominational junior colleges. A recent study by Hall, "What Social Science in Junior College?"<sup>4</sup> revealed 17 colleges, not submitting returns to our committee, offering one or more survey courses in the field of the social sciences. Adding the 17 colleges from Hall's study that were not included in the Committee's study, there are at least 112 junior colleges offering courses or services which meet one or more of the definitions given.

Of the 95 junior colleges included in the Committee's study, 54 offered one or more survey courses. The courses listed under "survey" by the members of the Association were then divided into three groups: social science, science, and the humanities, according to the departments listed on the form. In several instances the allocation to one of these three divisions was extremely difficult, as the subject-matter fields reported seemed to cover more than one of these three arbitrary divisions. In such cases the Committee placed the course in the division which most nearly seemed to include it, but the fact that there are a number of these courses that do not fit the Committee's arbitrary division is itself quite significant.

Of the 54 junior colleges which offered one or more survey-type courses, 34 offered one or more science survey courses, 30 offered one or more in the social-science field, and 15 offered one or more in the humanities.

When to the 54 junior colleges in the Committee's report are added the 17 from Hall's study, there are 71 junior colleges offering one or more courses of the survey type.

Sixty-eight junior colleges offered one or more courses or services which

<sup>2</sup> Report prepared for the Committee by W. W. Carpenter.

<sup>3</sup> As used by B. L. Johnson, in "What about Survey Courses?" 1937.

<sup>4</sup> H. B. Hall, "What Social Science in Junior College?" *The Junior College Journal* (January 1938), VIII, 188-92.

according to the junior colleges met the definition for "orientation." Fifty-four junior colleges offered one or more courses which according to the junior colleges met the definition for "enriched or functional courses."

*Number of survey courses.*—It was somewhat difficult to estimate the actual number of courses, but this procedure was followed. A subject offered one semester only or repeated the second semester was counted one course. A subject apparently offered for the entire school year was counted as two courses. All quarter-hours' credit had been converted into semester-hours' credit. Because the Committee could not be sure whether colleges offering a subject for a year divided the work into two consecutive courses or three, the maximum number counted for any subject listed was two courses. A rather large number of subjects listed under "survey" were not included by the Committee because only one college department was named. The definition of survey course excluded "surveys" in one subject-matter department. This is no reflection of course on the value of such courses.

The returns from the Committee's study showed 47 social-science survey courses, 68 science survey courses, and 23 survey courses in the humanities, a total of 138 survey courses. Hall's study, which was limited to the social-science field, showed approximately 20 social-science survey courses not included in this study. This indicates a total of 67 survey courses in the social-science field.

*Orientation.*—Of the 95 junior colleges included in the Committee's study, 68 offered courses or services which were tabulated as "orientation." Twenty of these junior colleges offered such courses or services without credit. Forty-eight colleges offered 62 orientation courses for credit.

*Enriched or functional courses.*—Of the 95 junior colleges included in this study, 54 indicated that they offered one or more enriched or func-

tional courses. Of this number six colleges said that all, or a majority, of their terminal courses should be classed as enriched or functional. One college offered an enriched course but not for credit. Forty-seven colleges, not including the above-mentioned ones, listed one or more enriched or functional courses for credit. A few of the colleges indicated that the enriched or functional courses they had listed were merely a selection from a large number of such courses.

When the Committee attempted to tabulate the enriched or functional courses it came to the conclusion that a considerable number of these 129 courses drew their subject matter from two or more of the ordinary college departments. According to our accepted definition these courses seemed to fit the description for survey courses. However, none of these courses had been listed as survey courses in this study so there is no overlapping between this group and the courses listed above as survey courses. For convenience, however, the Committee divided the 129 enriched and functional courses into two groups:

1. In one group were placed those that seemed to draw their subject matter from two or more of the ordinary college fields. There were 45 of these courses.

2. In the other group were placed those that seemed to draw their subject matter from one college field. There were 84 of these courses.

The total number of survey, orientation, and enriched or functional courses in the Committee's study was 329. Adding the 20 courses from Hall's study that are not included in the Committee's study gives us a grand total of 349 courses considered in this report.

*Reference to tabulations.*—In six supplementary tables the Committee is presenting summaries of the survey, orientation, and enriched or functional offerings in junior colleges.

*Comparisons with certain colleges.*—

For purposes of comparison of titles and descriptions, the same information for courses offered in the first two years of colleges having graduate schools is shown in five supplementary tables with the exception that all of the enriched or functional courses are listed in one table. It should be emphasized that none of the information in these tables has been included in the data so far presented. If members of the Association are interested in survey courses in senior colleges that are not included in the Committee's study, we refer you to Dr. Johnson's book.

The Committee is offering you these eleven tables without attempting to interpret them for you. It is felt that the information included will be of value to you in helping you to appreciate the various ways in which junior colleges are meeting their problems. Possibly attention should be called to the great similarity in the titles, problems, and enrichments of the junior college courses to those offered by colleges having graduate schools.

*Acknowledgments.*—It would be a large task to acknowledge by name all who have participated in this study. The number is large and includes deans of graduate schools, deans of liberal arts, deans of lower divisions, deans and presidents of junior colleges, and others. The Committee acknowledges and appreciates the splendid co-operation of all who have so willingly given assistance. Particularly to Dr. B. Lamar Johnson is the Committee grateful for encouragement and assistance. The Committee is grateful to certain university deans who, in co-operation with the members of their own staffs, described the courses offered in their colleges in considerable detail and sent numerous bulletins, pamphlets, studies, and syllabi, all of which were invaluable to the Committee in its study. Dean Melby, of Northwestern University, and Dean M. Ellwood Smith, of Oregon

State College, and his associates deserve special mention. The Committee also wishes to mention the splendid co-operation of Professor James F. Fullington, of Ohio State University, who furnished the Committee with the detailed proposed plan for survey courses for certain students, which he as chairman of a special committee presented to the faculty of Ohio State University. Late in December 1937, Professor Fullington wrote the chairman of the Committee that the faculty of arts and science had adopted his report and that active preparation for next year's work would be started in the near future.

It seems particularly significant to the Committee that these curricular changes are taking place in our most outstanding colleges and universities, even those having the most highly respected graduate schools; and apparently for the same reasons that these same changes are taking place in the junior colleges. It was not the purpose of this study to carefully consider the reasons for these changes; rather the Committee hoped to present you with such facts as it could secure, and leave their interpretation to you. It does seem significant, however, to quote from a 1937 dissertation at George Peabody College for Teachers, by Dr. Clyde C. Colvert, written under the direction of Dr. Doak S. Campbell. One of the conclusions stated in this study is,

Accrediting agencies are becoming more liberal in their granting colleges, including the junior college, the privilege of offering the courses in line with their objectives which are necessary to meet the needs of their communities or territories. Such policy is meeting wide approval of the junior college people.<sup>5</sup>

And it does not seem out of place to quote our worthy secretary, who wrote

<sup>5</sup> Clyde C. Colvert, "A Critical Analysis of the Public Junior College Curriculum," an abstract of *Contribution to Education No. 199*, George Peabody College for Teachers, Nashville, Tennessee. 1937.

in the December 1937 *Junior College Journal*,

Since the beginning of the junior college movement it has been urged consistently that the scope of the junior college program be broad and comprehensive. It has been proposed again and again that a primary function of the junior college is the extension of educational opportunities to large numbers of post-high-school youth for whom traditional patterns of education were not appropriate. Again and again, long before the depression, it was suggested that herein lies the greatest field of opportunity for the junior college. The facts are, however, that junior colleges, for the most part, continue to follow rather closely the traditional patterns and take little account of the multitude of young people whom they might serve with other types of programs.<sup>6</sup>

The importance of junior college leadership is well stated by Dean Wellemeyer, in a recent issue of our *Journal*, as follows:

The junior college is no longer merely academic and preparatory. It has become almost overnight a great social institution which strangely occupies the most strategic and critical position in the entire educational system. Elementary school procedure is pretty well understood and definitely determined within the first six years. At the other end of the educational system in our senior colleges and universities the call for specialization and research is perfectly clear. But what is to be said of this "no man's land" which lies between? There it is that our fundamental social problems of the future must be solved and there it is that the junior college must assume a definite leadership.<sup>7</sup>

The Committee, of course, realizes the many limitations of this study. Certain junior colleges with splendid of-

ferings of the type considered in this study failed to report to the Committee. In fact, it was suggested by one member of our Committee that the letters received from deans of colleges and universities indicated more interest in the problems of curricular changes at the junior college level than did many of those from the deans of junior colleges.

#### SUMMARY OF STUDIES REPORTED<sup>8</sup>

	Frequency
Administration .....	16
Buildings .....	8
Curriculum .....	56
Extracurriculum .....	7
Finance .....	6
Graduates .....	9
Guidance .....	17
History .....	12
Individual differences .....	1
Integration .....	3
Junior college functions .....	3
Legislation .....	3
Library service .....	5
Location .....	3
Miscellaneous .....	4
Need .....	5
Organization .....	4
Publications and periodicals .....	2
Publicity .....	4
Recreation .....	1
Records and reports .....	5
Recruiting students .....	2
Status .....	28
Students .....	22
Supervision and improvement of instruction .....	13
Teachers .....	2
Teaching methods .....	2
Tests and measurements .....	20
Vocational problems .....	9
Research in subject fields.....	92
Total .....	364

W. W. CARPENTER,  
Chairman

#### JUNIOR COLLEGE JOURNAL

Both editorially and financially the report on the *Junior College Journal* for the past year is not essentially different from that presented a year ago at Dallas, Texas. Accordingly it can be made quite briefly. From the business standpoint the Stanford University Press, publishers, have submitted a comparative statement of income and

<sup>6</sup> Doak S. Campbell, "Encouragement—or Great Concern?" *Junior College Journal* (December 1937), VIII, 109-10.

<sup>7</sup> J. E. Wellemeyer, "Junior College Trends," *Junior College Journal* (April 1935), V, 377.

<sup>8</sup> The complete mimeographed report contains the author and title and other pertinent information concerning each of these studies.



expenses for Volume VII (1936-37), and for Volume VIII (1937-38) based upon actual figures for the first three issues this year and upon estimates for the remainder of the year, from which the following summary is compiled:

	Volume VII	Volume VIII
<b>Income</b>		
Subscriptions .....	\$2,479	\$2,375
Advertising .....	152	175
Reprints .....	221	145
Proceedings payment .....	350	350
	<hr/> \$3,202	<hr/> \$3,045
<b>Expenses</b>		
Manufacturing costs .....	\$3,283	\$3,230
Overhead and miscellaneous .....	864	975
	<hr/> \$4,147	<hr/> \$4,205
<b>Deficit</b>		
Total deficit .....	\$ 945	\$1,060
Share of A.A.J.C. ....	500	500
Stanford Press deficit .....	445	560

The deficit borne by the Stanford University Press during the eight years of the publication of the *Journal* has exceeded \$7,000, while the deficit payments of the American Association of Junior Colleges for the same period have amounted to \$4,000. It would seem that the present is an appropriate time to make serious plans toward some adjustment that will eliminate these recurring deficits which have averaged approximately \$1,400 per year.

No marked changes have been made in editorial policy and practice. Ample material has been available for publication, and a considerable degree of selection has been possible among manuscripts submitted. The editorial burden has become increasingly difficult to carry, however, on a purely voluntary extra-time basis. The editor feels that he has not done full justice to the *Journal* during the past two or three years when he has also had an unusually heavy burden of administrative and research work in the educational field. He believes that, in fairness to the *Journal* and to the Association, he ought to devote more time and constructive thought and planning to the editorial work or else give it up al-

together. At this time when a reorganization of the Association is contemplated, it is recommended that, if possible, the secretaryship of the Association and the editorship of the *Journal* be combined and that as soon as possible they be placed upon a basis to require the full-time services of one individual. The present status of the junior college movement and its probable future development during the next decade are such as to warrant such service. The present editor has enjoyed greatly the eight years of pioneer service in connection with the *Journal*, and the cordial support he has received from members of the Association in all parts of the country, but he feels strongly that a change is now desirable for the best interests of all concerned.

WALTER C. EELLS,  
Editor

#### COMMITTEE ON AUDIT

We, your Committee on Audit, have examined the financial reports and records of the secretary-treasurer and have found them to be correct and in good order. We recommend, therefore, that the report be received and approved.

#### FINANCIAL REPORT

Balance in bank, February 13, 1937...	\$ 301.44
Deposits .....	2,450.00
<b>Total .....</b>	<b>\$2,751.44</b>
Disbursements (checks as per schedule) .....	1,912.12
<b>Balance .....</b>	<b>\$ 839.32</b>
Balance in bank, February 15, 1938...	\$ 859.24
Less checks outstanding .....	19.92
<b>Balance, net .....</b>	<b>\$ 839.32</b>
<b>Explanation of deposits:</b>	
Membership fees collected:	
238 active members @ \$10.00....	\$2,380.00
14 associate members @ \$5.00....	70.00
<b>Net deposit .....</b>	<b>\$2,450.00</b>

J. W. HARBESON, *Chairman*  
J. P. BOGUE  
J. M. EWING



## COMMITTEE ON RESOLUTIONS

The Committee on Resolutions for the eighteenth annual convention of the American Association of Junior Colleges suggests the adoption of the following resolutions:

That the cordial thanks of the Association be extended to the following:

To the officers of the Association, and especially to Dr. Katharine M. Denworth, the first woman to be president of this Association, for the time and effort she has given to this convention, for her good work in organization, and for the splendid way in which she has handled the meetings.

To the speakers for their time and effort in preparing and presenting the various papers on the Association's most stimulating convention program.

To Miss Abby A. Sutherland and the members of the Ogontz Junior College for the delightful music provided for the Association dinner.

To Mrs. Edith Harcum for her kind invitation to visit the Harcum Junior College, with regrets that we were unable to accept.

To the management of the Bellevue-Stratford Hotel and its courteous employees for their generous hospitality.

To the press of Philadelphia and other cities and to the National Broadcasting Company for their liberal publicity.

To Dr. Doak S. Campbell, secretary, for the long and invaluable services which he has rendered to this Association.

To Dr. Walter Crosby Eells for his continued contribution to the interests of the whole junior college movement as editor of the *Junior College Journal*.

And that, whereas, along with the many who need academic training, there are also many young men and women of junior college age who need

occupational training and, whereas, in actual practice, training in the occupations is receiving far too little emphasis in the junior college, therefore, be it resolved by the American Association of Junior Colleges that these young people should be given as much opportunity to receive training in the occupations as is given them in academic fields.

KATHARINE COPELAND

C. M. CONWELL

H. A. DRESCHER

G. M. WINSLOW, *Chairman*

## COMMITTEE ON NOMINATIONS

We, your Nominating Committee, respectfully submit the following nominations for officers of the Association for the ensuing year: for president, Dr. Nicholas Ricciardi, San Bernardino Junior College, San Bernardino, California; for vice-president, Dr. Curtis V. Bishop, Averett College, Danville, Virginia; for secretary-treasurer, Dr. Doak S. Campbell, George Peabody College, Nashville, Tennessee; for assistant secretary, Dean J. Thomas Davis, John Tarleton College, Stephenville, Texas; for executive committee, term to expire in 1941, Dr. Katharine M. Denworth, the retiring president, and Dr. H. B. Wyman, Phoenix Junior College, Phoenix, Arizona.

The Committee wishes to state that the fact that Dr. Ricciardi served as vice-president during the past year had nothing to do with his being nominated as president, and, further, that we do not wish this action to be construed as a precedent for future action.

In accordance with the desires of the Association expressed in its plan for reorganization, we nominate our present secretary-treasurer and assistant secretary to serve until such time as the Executive Committee shall carry into effect the proposed reorganization.

JAMES L. BECK

H. G. NOFFSINGER

C. C. COLVERT, *Chairman*

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IN THIS ISSUE—

*Addresses and Proceedings  
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(NOTE: This issue, the last of the current volume, is devoted exclusively to the addresses and proceedings of the Philadelphia convention. The regular departments—editorial, news, discussions, book reviews, and bibliography—will be found in the next issue, which will be published in October.)

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